



CWS

Stakeholders Group

First Year Report

August 2001

Stakeholders Summit Input Version

Child Welfare Services Stakeholder Group

- Patricia Aguiar**
Foster Care, California Department of Social Services
- Evelyn Aguilar**
Breaking the Barrier
- Robin Allen**
California Court Appointed Special Advocates
- Bonnie Armstrong**
The Casey Family Program
- Honorable Dion Aroner**
Human Services Committee, California State Assembly
- Janet Atkins**
Service Employees International Union
- Wes Beers**
California Department of Social Services
- Jill Duerr Berrick**
U.C. Berkeley Center for Social Service Research
- Lou Binninger**
Church of Glad Tidings
- Carol Biondi**
Los Angeles County Commission for Children and Families
- Berisha Black**
California Youth Connection
- Anita Bock**
Los Angeles County Department of Children and Family Services
- John Boivin**
California Department of Education
- Dennis Boyle**
Riverside County Department of Public Social Services
- Easter Calvit-Chandler**
Administration for Children and Families, Region IX
- Catherine Camacho**
California Department of Health Services
- Charlene Chase**
Santa Barbara County Social Service Department
- Genie Chough**
California Health and Human Services Agency
- Sherrill Clark**
University of California, Berkeley, California Social Worker Education Center
- Nina Coake**
California State Foster Parent Association
- Marge Dillard**
California Department of Social Services
- Deanne Tilton Durfee**
Interagency Council on Child Abuse and Neglect
- Dianne M. Edwards**
Sonoma County Human Services Department
- Kim Gaghagen**
Glenn County Human Services Department
- Jarvio Greivous**
California Department of Social Services
- Myeshia Grice**
California Youth Connection
- Karen Guckert**
California Independent Public Employees Legislative Council
- Dennis Handis**
Chief Probation Officers of California
- Jane Henderson**
California Children and Families Commission
- Mary Lou Hickman**
California Department of Developmental Services
- Virginia Hill**
Southern California Tribal Association
- Jan Howard**
California Alliance of Child and Family Services
- Brandy Hudson**
California Youth Connection
- Kathleen M. Irvine**
Kern County Department of Human Services
- Jeff Jue**
Stanislaus County Community Services Agency
- Neal Kaufman**
Division of Academic Primary Care Pediatrics, Cedars-Sinai Medical Center
- Penny Knapp**
California Department of Mental Health
- Larry Leaman**
Orange County Social Services Agency
- Honorable Alice Lytle**
Sacramento County Superior Court
- Frank Mecca**
California Welfare Directors Association
- Eleanor Moses**
California Youth Authority
- Diane Nunn**
Judicial Council Center for Families, Children and the Courts
- Kathleen O'Connor**
California County Counsels' Association
- Carolyn Ortiz**
California Department of Social Services
- Honorable Deborah Ortiz**
Health and Human Services Committee, California State Senate
- Sylvia Pizzini**
California Department of Social Services
- David Rages**
American Federation of State, County and Municipal Employees
- Don Rascon**
California Department of Finance
- Pat Reynolds-Harris**
Stuart Foundation
- Mardel Rodriguez**
California Department of Alcohol and Drug Programs
- Rita Saenz**
California Department of Social Services
- Lucy Salcido-Carter**
The David and Lucile Packard Foundation
- Carroll Schroeder**
California Alliance of Child and Family Services
- Hemal Sharifzada**
California Youth Connection
- Carole Shauffer**
Youth Law Center
- Ida Valencia**
Kinship Parent Association
- Alan Watahara**
The California Partnership for Children and California Children's Lobby
- Jo Weber**
California Department of Social Services
- Graham Wright**
California Association of Adoption Agencies
- Tony Yamamoto**
Suspected Child Abuse and Neglect Team, Valley Children's Hospital
- PROJECT MANAGEMENT TEAM**
- Eileen Carroll (Manager)**
- Linda Allan**
- George Shaw**
California Department of Social Services

CHILD WELFARE SERVICES STAKEHOLDERS GROUP

FIRST YEAR REPORT

AUGUST 2001



CWS STAKEHOLDERS GROUP

FIRST YEAR SUMMARY

California's Child Welfare Services (CWS) system is currently operating with an infrastructure based on a 20 year-old model. Realizing that some of these elements were not working, incremental changes have been made over the years to improve the system. However, these often isolated and disjointed pieces of legislation and new rules and regulations have created a system of inconsistencies.

Seeing the problems produced by this overwhelmed system, Governor Gray Davis made a firm commitment to improve the lives of California's children by investing in a total redesign of the CWS system.

In 2000 the California Legislature passed legislation that established the Child Welfare Services Stakeholders Group. Governor Davis asked Rita Saenz, as Director of the California Department of Social Services, to appoint this group of key child welfare stakeholders and charge them with reviewing the existing CWS system and making recommendations for its improvement.

This dedicated Group of 60 members, with diverse expertise and a passion for children, has worked faithfully for the past year to examine California's CWS programs, processes and outcomes.

The Stakeholders Group approached this enormous task by exploring the underlying assumptions of the program as it exists today and determining the underlying assumptions that we wish for the program of the future. The Group was diligent to research promising practices of models in place in other states including "non-allegation" and "dual track."

To break the task into bite-size chunks, Subcommittees were developed in four key areas:

- **Human Resources:** To look at recruitment, training and retention of social workers and to focus on reasonable and manageable caseloads/workloads for all workers in the CWS system and Courts.
- **Rules and Regulations:** To review the current rules and regulations of the CWS system and the goal of aligning them with the Vision, Mission and Values developed by the Group.
- **Flexible Funding:** To review the various CWS funding streams and make recommendations on how the counties can increase their funding base for CWS.
- **CWS and the Courts:** To look at relationships and communication between the social workers and court personnel.

One of the most difficult tasks for the Group was creating a meaningful Vision, Mission, and Values for a redesigned CWS system. The Group asked for volunteers to meet and develop a draft of these components. Several volunteers worked diligently for two days and produced a significant draft that was submitted to the CWS Stakeholders Summit in May 2001 for statewide input from the 600 attendees. With feedback from the Summit Vision, Mission and Values Workshop, the following outstanding product was finalized:

- **VISION** – Every child in California will live in a safe, stable, permanent home, nurtured by healthy families and strong communities.
- **MISSION** – To create and sustain a flexible infrastructure, comprising public and private partnerships, that provides a comprehensive system of support for families and communities to ensure the well-being of every child. And,
- **VALUES** – RECRAFT: **R**esponsiveness, **E**xcellence, **C**aring, **R**espect, **A**ccountability, **F**airness/Equity, **T**eamwork

The detailed work of the Group and Subcommittees is highlighted in our First Year Report.

The goal for CWS Stakeholders Group meetings in Years 2 and 3 (September, 2001-December 2003) is to build on our foundational work — to “think out of the box,” — to develop a common understanding of our current CWS system and explore new ideas and innovations for its redesign.

The Group will continue to focus on developing a system of alternative responses based on individual situations rather than a “one size fits “ investigative approach. The envisioned new system will be built on prevention and family support and will include:

Reasonable workload expectations and the ability to recruit and retain sufficient, qualified staff.

- A comprehensive, flexible and collaborative funding system.
- An improved interface between courts and CWS.
- A comprehensive foster care placement and permanency services and
- An assessment and decision making process involving all agencies in the service delivery system.
- And, very importantly, it will ensure that outcomes must be measurable without adverse incentives.

These and other findings have been carefully harvested through the committed efforts of the Stakeholders Group. Through these efforts, we have raised awareness in the larger CWS community of the need for change. In the two years ahead, we will continue to design the new system with a “big picture” perspective – one that will customize and expand an integrated and collaborative system of services to better meet the needs of children and families.

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California Child Welfare Services STAKEHOLDERS GROUP

Redesigning Child Welfare Services

Operating Vision, Mission and Values

Creating a meaningful Vision, Mission, and Values for a redesigned CWS system was one of the most challenging tasks for the Stakeholders Group. Several Stakeholder members worked diligently as a Workgroup to develop a draft of these components. After two days of intensive discussions and research, a significant draft was produced. This draft was submitted to the CWS Stakeholders Summit in May 2001 for statewide input. Following is the finalized draft that incorporates the feedback from the Summit:

VISION: *A **vision** is a compelling image of a future reality based on tangible signs of success.*

Stakeholders Operational Vision:

Every child in California will live in a safe, stable, permanent home, nurtured by healthy families and strong communities.

MISSION: *The **mission** of an organization is a clear statement of purpose. It answers the question, "Why does this group exist?"*

Stakeholders Operational Mission:

To create and sustain a flexible infrastructure, comprising public and private partnerships, that provides a comprehensive system of support for families and communities to ensure the well-being of every child.

VALUES: The **values** adopted by the Stakeholders represent the foundation for California's redesigned – or "recrafted" – system. They also define how group members agree to relate to all participants within the CWS system, and with one another.

Stakeholders Operational Values:

*The following values, deeply ingrained in the Vision and Mission of the CWS Stakeholders Group, form the acronym **RECRAFT**.*

Responsiveness

Excellence

Caring

Respect

Accountability

Fairness/Equity

Teamwork



I. INTRODUCTION

In 2000, the California State Legislature passed AB 1740 (Chapter 52, Statutes of 2000), establishing the Child Welfare Services Stakeholders Group and charging it with reviewing existing Child Welfare Services (CWS) and making recommendations for their improvement. In response, Governor Gray Davis asked Rita Saenz, Director of the California Department of Social Services, to appoint a group of key child welfare stakeholders to examine the current child welfare system and make recommendations on how to improve it.

Director Saenz invited a culturally diverse group of key child welfare stakeholders, representing a wide variety of interested parties, to participate. Members of the Stakeholders Group represent:

- Birth parents
- Kinship parents
- Foster parents
- Former foster children
- Advocates for foster children and their parents
- Public and private providers of services
- Federal, state, and county child welfare administrators
- Consumers of child welfare services
- Representatives from the state's departments of Health Services, Mental Health, Alcohol and Other Drugs, Developmental Services, Education and Finance
- The courts and the legal community
- The California Legislature
- Research institutions involved in child welfare
- Private foundations with an interest in child welfare

The Stakeholders Group first convened in August 2000. Over the next three years, through 2003, they will examine California's CWS programs, processes and outcomes, determine desired directions and goals, and recommend changes necessary to achieve those goals.

This *Progress Report* summarizes the activities and accomplishments of the CWS Stakeholders Group since it began meeting. It describes the participants' experience as they developed the key ideas, goals, outcomes and approaches to changing and improving the system.

Director Saenz has asked the child welfare community to join her in recognizing the work of the Stakeholders Group. She thanks the 60 diverse individuals and organizations that made up its membership for their commitment of time, resources and energy, and, particularly, for their willingness to put aside traditional turf issues and provide leadership for a statewide vision.

Stakeholders Group Mission

The State of California has been serving abused and neglected children in essentially the same way, guided by the same philosophy, for the last 20 years. Although well-intentioned, and often successful, the approach has not produced the optimum results that California desires for its families and children. In response, the CWS Stakeholders Group will strive to create a vision for California's children that:

1. Identifies common values with respect to the care of abused and neglected children and their families, and
2. Recommends programmatic and organizational changes that will enhance and improve the quality of child welfare services, from early intervention through permanency and emancipation.

As with any major redesign project, comments, suggestions and advice from those with an interest in the outcome are critical. Stakeholders welcome comments or questions about the CWS Stakeholders Group and the issues under discussion. The *Within Our Reach: Partnership for Change Summit*, on May 9-11, 2001, offered an opportunity for those with an interest in improving CWS to participate in the discussion and to provide insight into redesign efforts.

Child Welfare Services in California

Child Welfare Services is a program of the federal government, operated by the states. In California it is administered through the counties, with state oversight. The program has four components:

- Emergency Services *investigates allegations of child abuse and neglect and makes immediate plans to ensure the safety of endangered children.*
- Family Maintenance Services *helps families resolve their problems so their children can remain safely at home.*
- Family Reunification Services *work to make the family environment a safe one so the foster child can return home.*
- Permanency Planning Services *ensure that children who are unable to live safely with their birth families can grow up in a permanent, safe and secure living arrangement.*

Figure 1, on page 4 is a graphic display of California's current CWS system.

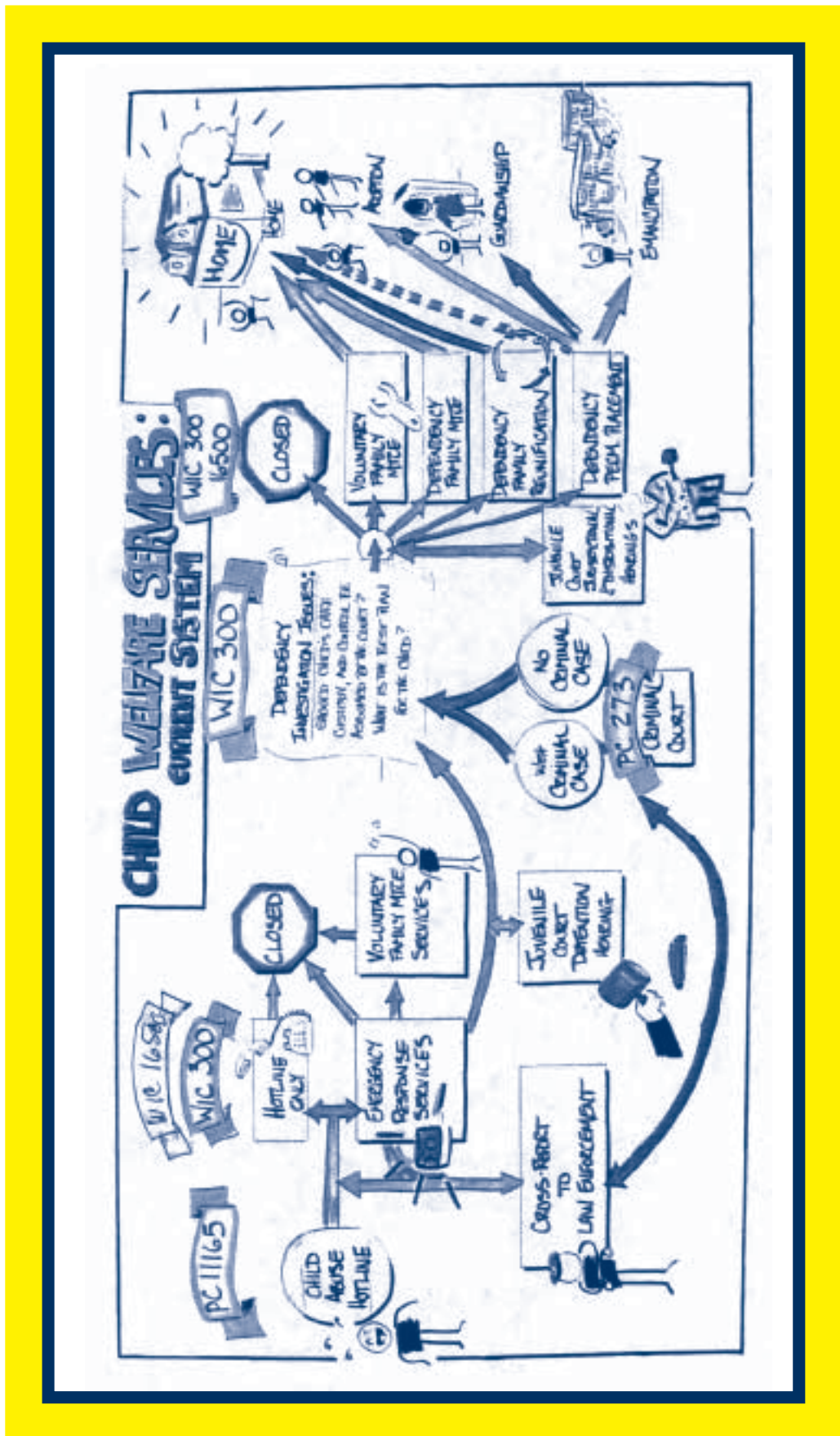


Figure 1

Questioning the Current CWS System

Over the last two decades, questions have emerged regarding the appropriate role of CWS in the protection of children:

- Have CWS interventions become overly intrusive?
- Should CWS interventions be even more aggressive when it comes to protecting children?
- What, exactly, is included in the definition of “child maltreatment”?
- Should there be a clearer distinction between family members who need help and those who should be prosecuted?
- Does CWS need to be more accountable to families? To the public?

Many states and localities have begun to initiate reforms of their CWS systems, many in response to legal actions. In California, the need and desire to change the child welfare environment led to the formation of the CWS Stakeholders Group.

The Stakeholders Group began with the given that child safety is paramount. To achieve this, the Group believes that system reform must reflect flexibility rather than rigid uniformity. Reform must incorporate a comprehensive network of formal and informal services that provide individualized responses to each family’s needs. This can be described as a “multiple service track approach.”

CWS Stakeholders Group Subcommittees

The Stakeholders Group worked as a whole to develop the CWS Vision, Mission and Values for California, as well as a conceptual redesign of the CWS system. It has delegated other areas of research and development to four subcommittees. Each subcommittee is looking at a different segment of the CWS system, and preparing a report to the Legislature and the Governor.

The four subcommittees established by the Stakeholders Group for 2000 to 2001 are as follows:

The **Human Resources Subcommittee** is looking at recruitment, training, and retention of social workers and other direct service providers. The goal is to maximize expertise, build capacity in social welfare and ensure professional development, in order to build a comprehensive quality-driven service delivery system.

This subcommittee developed the Child Welfare Workload Report required by AB 2876 (2000).

The **Rules and Regulations Subcommittee** is reviewing the current rules and regulations of the CWS system with the goal of aligning them with *the Vision, Mission and Values of the Child Welfare Services* that is being developed by the Stakeholders Group as a whole.

The ***Flexible Funding Subcommittee*** is reviewing the various CWS funding streams. The Subcommittee's goal is a comprehensive, flexible and collaborative funding system that effectively uses all resources and is based on incentives for achieving desired outcomes for children and families. It will also make recommendations on how the counties can increase their funding base for CWS.

The ***Child Welfare Services and Courts Subcommittee*** is looking at relationships and communication between the social workers and court personnel. They will identify and clarify the roles and responsibilities of CWS stakeholders in dependency, delinquency, probate, mental health and other courts. Improved processes that promote collaborative decision making, provision of mandated services, and alternatives to dispute resolution will be recommended.

Year-2 Subcommittees planned for 2001-2002: In Year-2 of the CWS Stakeholders Group, Subcommittees may be restructured based on the four focus areas identified by Summit participants (see page 61).



II. THE CWS STAKEHOLDERS GROUP EXPERIENCE

The River: Starting Upstream – A Metaphor

As the CWS Stakeholders Group discussed its goals for the next three years at their first meeting in August 2000, a metaphor familiar to many in the field of child welfare was woven into the discussion:

There is a fast-flowing stream, and a child is caught in its rapids. Someone jumps in and saves the child. Soon there are more children caught in the rapids and everyone is trying to save them. Eventually someone moves upstream to find out why so many children are caught in the rapids. It turns out that the bridge that they are using is broken, and they are slipping and falling into the water. Once the bridge is repaired the children are able cross the river safely.

The application of this analogy to the current CWS system was clear to everyone in the Group. Discussion focused on the many dedicated professionals in the fields of social services, law enforcement, health, mental health and community service programs, and their commitment to and skill in “jumping in the river and rescuing children” who have been abused.

The questions asked of the Stakeholders Group were: “Is that the system we want for the 21st century? Or do we want to look at repairing the bridge upstream?” The answer was obvious. The Group began to focus on how to transition the CWS system into one that focuses on moving upstream and rebuilding the bridge so children don’t fall into the river in the first place – and never have to be rescued.

Director Saenz asked members of the Stakeholders Group and the Summit Participants to consider what our system would look like in the year 2020, after we had “built the bridge.” She asked the Group to break out of its current “box” and think about new ways to achieve our goals. She pointed out that, in order to shift the paradigm significantly, CWS will need innovative, critical thinkers who are:

- Willing to challenge basic assumptions
- Flexible during times of change and frustration
- Open to new ideas that impact the status quo

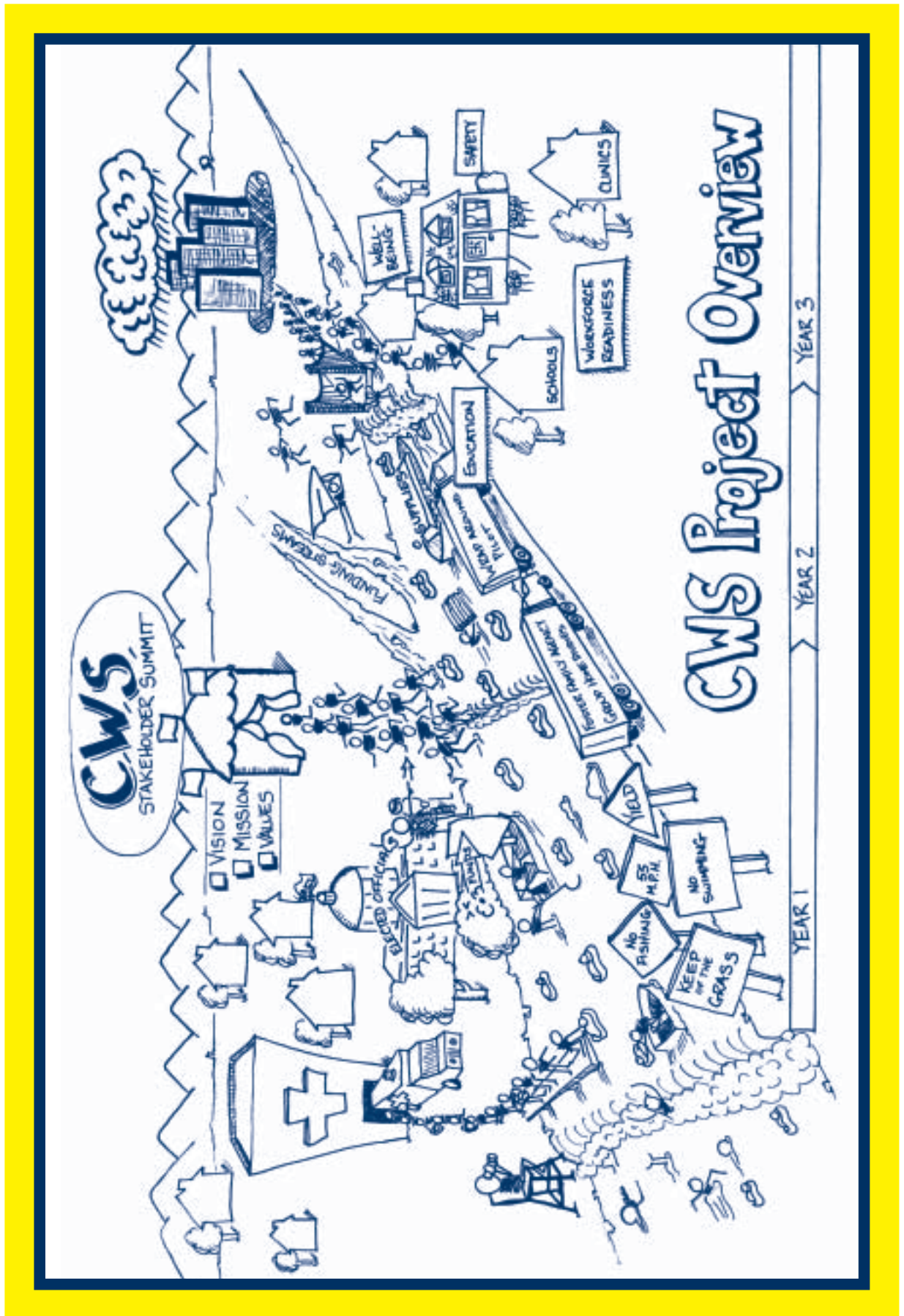


Figure 2

CWS Stakeholders Group Year-1 Activities, July 2000 to June 2001

August and September 2000

In August 2000, Stakeholders began meeting two days each month. They quickly formed themselves into a team whose members respected each other's geographic and cultural diversity and acknowledged what each was bringing to the effort. They then began identifying and prioritizing the key trends and issues facing child welfare services. The goal was to reach a common understanding of the issues, and develop a "big picture" view of desired results or outcomes. Activities were attached to these desired results and outcomes, to be used to develop a work plan for the CWS Stakeholders Group Project.

October 2000

In October the Group began the difficult process of identifying current assumptions about child maltreatment. What causes it? What variables must be influenced to stop it? What is the best way to exercise this influence? They devoted many hours to identifying emerging assumptions for a new system, and the historical assumptions that drive the current system. Documenting these preliminary assumptions was considered critical and one of the most important legacies Stakeholders could provide to the national child welfare community. Section III of this report discusses the core emerging and historical assumptions and their implications in more detail.

In October the Group also formed four subcommittees and charged them with completing the intensive reviews required by the legislative statute.

November 2000

In November the meeting structure was modified to a one-day meeting of the full Stakeholders Group, and one day working in individual subcommittees. In subsequent months, the Group drafted a Mission, a Vision and the Values and Assumptions for California's CWS System.

January, February and March 2001

In February and March Stakeholders looked at individual cases from both the social workers' and the families' perspectives. Members discussed how they would have responded to these cases under our current system, and compared their choices to the actual response in each case. They then looked at how they would have responded in an ideal system - what outcomes they wanted for families entering and exiting the CWS system. The Group heard representatives from three states and one California county describe different approaches - North Dakota's non-allegation system, Missouri's dual track system, Los Angeles County's new multidiscipline approach, and University of Pennsylvania's research on a criminal model approach. These models will be explored further.

April 2001

In April Stakeholders focused on gaining closure and consensus on the Progress Report of the CWS Stakeholders Group Project developed for the May Summit. The report's key components, for review and comment by Summit participants, are:

- Core Assumptions and Beliefs, Section III
- Subcommittee Reports, Section V

May 2001

At the May 10 and 11, 2001 Summit, participants were invited to review and comment on the contents of this report, and to help Stakeholders create a first year report to the Governor and the Public. At that meeting the CWS Stakeholders Group met as a Group for nine full-day meetings and six full-day subcommittee meetings. In addition, many hours between meetings were devoted to the effort.

Any endeavor to describe the assumptions and beliefs of a social problem as complex and varied as child maltreatment is difficult. It is almost impossible to be concise without appearing shallow. Stakeholders know from first-hand experience that this dilemma is inevitable. They ask those who review this report to help find the fine line between too much detailed information and too shallow an analysis.

June 2001

In June, the Group celebrated the success of the Summit. The final wording of the Mission, Vision and Values was adopted (see page 1). The Group discussed the fact that many stakeholders have varying assumptions, values, and paradigms, and that assumptions must be tested with facts and evidence. Outcomes are the ultimate test of our paradigms.

The Group heard reports from the Subcommittees on their work so far and a presentation on the current Title IV-B Plan. The Group began discussion on how the work accomplished in Year-1 would be incorporated into Year-2, and how the subcommittees should be restructured for Year-2. The Group decided to have a workgroup convene to draft a proposed structure for the redesign. This proposal would then be presented to the Stakeholders Group at the September meeting.

Work Chart and Timeline

Figure 3 on pages 12 and 13, is the work chart and timeline for Year-1 of the CWS Stakeholders Group Project. Although this chart appears in a linear format, it represents a fluid process that allows on-going reviews of earlier thinking to merge into comment and feedback from the May Summit. Two documents are specifically identified in the timeline: (1) *The Human Resources Subcommittee Report* to the Legislature, and (2) *The Rules and Regulations Subcommittee Report* to the Director of Social Services and the Governor.

A Year-2 work chart will be developed after the June Stakeholders meeting. In the Year-1 work chart are two additional subcommittees tentatively identified by the Group for implementation: Public Awareness/Education Subcommittee and the Primary Prevention Subcommittee. Subcommittees may be restructured in Year-2 (see page 61).

Year-2 Activities, July 2001 – June 2002

The goal for CWS Stakeholders Group meetings in Year-2 is to develop a common understanding of our current CWS system and explore new ideas and innovations for its redesign. These will focus on developing a system of alternative responses based on the individual situations – rather than a “one size fits all” investigative approach.

The Group will also be looking at a non-criminal approach to CWS. In California approximately 2% of CWS cases result in criminal prosecutions. Yet the other 98% of families are often treated with the same investigative/criminal approach. Discussions have opened up many areas for further research and review. Even with the diverse membership of the Stakeholders Group there are distinct trends and directions for a future redesign effort. Section VI describes the common themes and clear directions the Stakeholders identified. These will form the basis of the CWS Stakeholders Group’s research and conceptual redesign efforts in Year-2, beginning in July 2001.

CWS STAKEHOLDERS GROUP FIRST-YEAR WORKPLAN

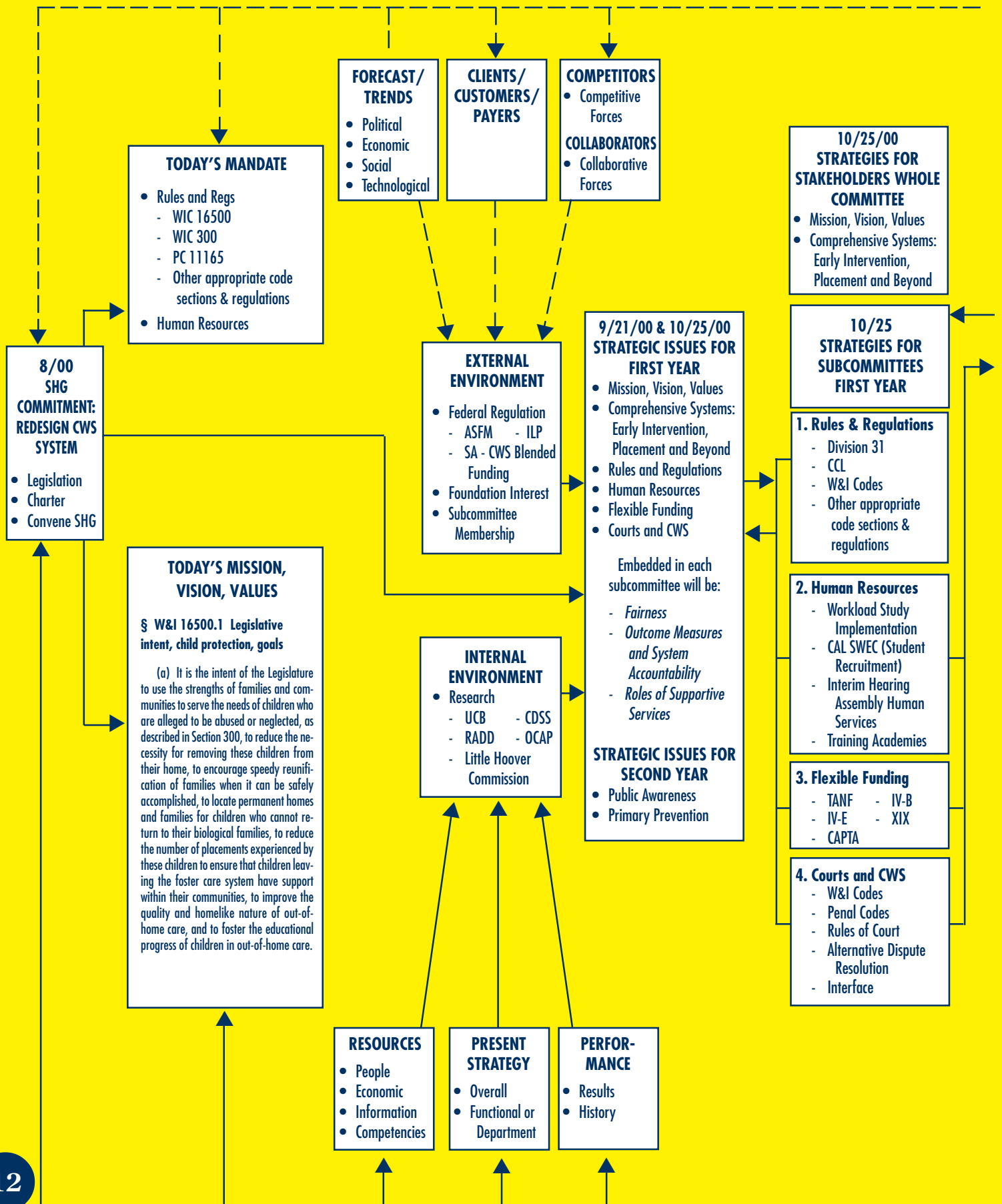
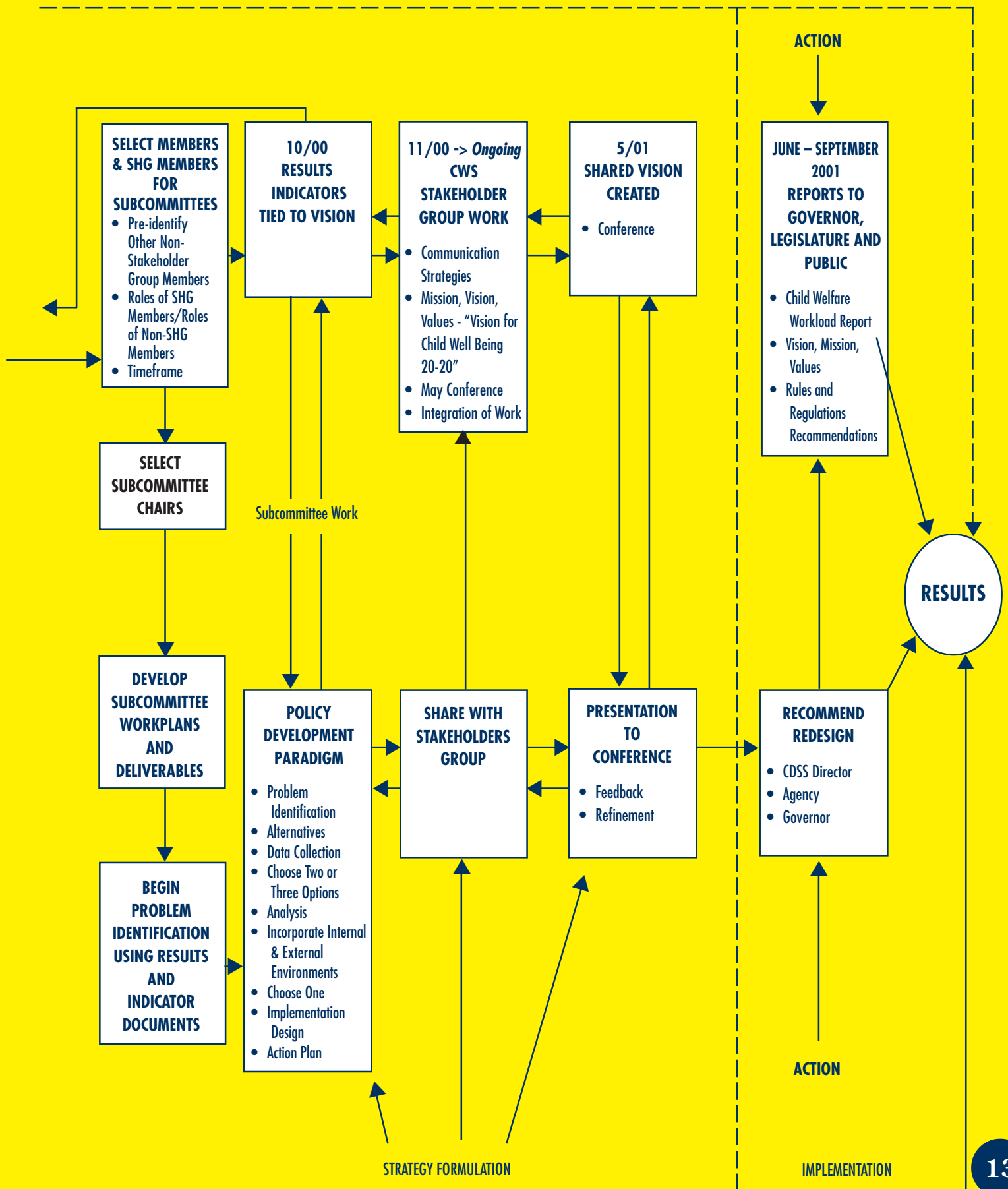


Figure 3





III. EMERGING AND HISTORICAL ASSUMPTIONS AND BELIEFS

Thomas D. Morton of the National Resource Center on Child Maltreatment (NRCCM) was instrumental in the preparation of this section of the report. The NRCCM has supported the California Department of Social Services Stakeholders Group by providing a range of consultative services. These include:

- Presentations to the Stakeholders Group regarding child welfare trends, and
- Facilitation of the identification of underlying assumptions and beliefs behind the present system and intended for any redesign effort.

Assumptions or Beliefs we hold about all aspects of the child welfare services system, society, practitioners, families and children drive our actions and decisions about how that system should be constructed. Therefore identifying, discussing and articulating our agreements and differences about these assumptions or beliefs is critical to having a productive discussion about the strategies and practices that should comprise the “new” system. The assumptions or beliefs we adopt will provide us with a way of testing the current system to identify areas where our current practice is in alignment with our assumptions and where our current practice is incongruent with our assumptions. The assumptions or beliefs we adopt will be the standards or measures that we use to test our strategy and practice decisions. One goal is to align our assumptions/beliefs, strategies and practices in a system that accomplishes our mission.

The Stakeholders Group process has led to the identification of numerous assumptions and beliefs. These were discussed and tested for agreement at the February and March 2001 meetings. A small work group met in early April to further revise assumptions and beliefs having agreement below the 70% level. The work group also identified new assumptions in areas not previously addressed by the group.

At the April and June 2001 meetings, the Stakeholders Group itself discussed the results of the workgroup. The Stakeholders reached full consensus on several of the assumptions. The remainder have various levels of support, but not clear agreement. The Stakeholders reached the conclusion that there must be a continued and evolving discussion on these remaining assumptions. We also are aware that there are further assumptions that need to be identified and developed. Another workgroup will complete the refinement of the current assumptions and determine if there are other areas that need to be addressed.

The following summary provides a current listing of the accepted, revised and new assumptions and beliefs. Each contains a brief statement about possible implications.

Beliefs About the Nature of Optimal Child Development

- *What do children need in order to grow and thrive?*

Beliefs About the Nature of the Child and Caregiver Relationship

- *What are caregivers responsible and accountable for in fostering healthy development?*
- *Why are some unable to fulfill their responsibility?*

Beliefs About the Nature of Child Maltreatment

- *Aside from the context of maltreatment as a threat to healthy growth and development, what is “child maltreatment” and why does it occur?*

Beliefs About the Nature of Child Maltreatment Interventions

Once child maltreatment has occurred...

- **The Criminal Justice and Social Services Interface**
Should the response to child maltreatment be based on a social services or criminal justice framework?
- **The Nature of the Intervention and Service Response**
What statewide framework and set of criteria should guide decisions about needs and interventions with families in which child maltreatment occurs and safety is a concern?
- **The Role of Government**
What is the role of the State with respect to families not providing a minimum standard of care to their children?
- **Factors Influencing the Success of Interventions**
What constitutes an effective means to prevent the (re)occurrence of child maltreatment?

Beliefs About the Nature of Change in Human Systems

- *How can the core technology of CWS, professional helping relationships, be best utilized to mediate positive change?*

Beliefs about the Nature of the Child Maltreatment Service System

- *What should an integrated continuum of family support look like?*
 - Public Policy
 - Role of Foster Parents
 - Public Agency and Community Responsibility
 - Kinship Care

Beliefs About the Nature of Optimal Child Development

1. Children develop and fare better if they have a permanent emotional attachment to a legally responsible adult caretaker.

This suggests that maximum feasible efforts should be made to maintain children safely in the permanent custody of their birth families. Where this is not possible, the emotional attachment of a child to an alternative permanent caregiver should be considered in permanency decisions.

2. A child is entitled to live in the least restrictive, most family-like and community-based setting that can meet the child's needs for safety and developmental support.

Guidelines for placement restrictiveness are necessary, including criteria by which restriction is to be measured. Case review and other methods should assure that the principle is applied correctly in all cases.

3. Brain development is experience-dependent.

Prenatal and post-natal parenting practices may cause permanent damage to a child's brain. This damage may constitute maltreatment under some circumstances.

Beliefs About the Nature of the Child and Caregiver Relationship

4. Most parents want to act in their child's best interests, although some are unable to do so due to circumstances beyond their control.

This assumption has implications for investigative and intervention procedures. While the criminal justice system operates under a principle that one is innocent until proven guilty, no such principle is currently the standard for child protection investigations. To some extent the sacrifice of this principle is necessary in order to take immediate action in instances where children are unsafe. Still, child protection investigators are trained more to build a case to prove the allegation than to build a similar case to disprove the allegation. This could lead to a bias that results in a higher rate of substantiation than might otherwise occur.

5. Caregivers should be personally accountable for the care of a child.

The system is presently predicated upon this premise. The primary implication is for continuing some form of public accountability for meeting certain standards of care for children.

6. Within limits, parents should have the right to choose the course of their child's development.

While the front end of the child welfare system tends to operate with somewhat clearly defined thresholds, once in the system the rights of families are less clear. The principal implication is that agencies should define more clearly areas of parental discretion for children both in their own homes and in out-of-home care and then act to assure the maximum feasible parental discretion allowed within necessary safety concerns for the child. Note: Assumption # 13 specifies the limits referred to in assumption #6.

Beliefs About the Nature of Child Maltreatment

7. Maltreatment within families has dynamic qualities that interact with, but are not simply caused by, other family problems, e.g. substance abuse and domestic violence

A present practice throughout the nation is to build child maltreatment case plans on problem assessments. Once problems are identified, they are referred to problem related services. Such an assessment approach fails to take into account the interaction dynamics of the family and the social system surrounding the family. To the extent that counties currently base case plans principally on problem identification, new assessment strategies and service or intervention may be needed.

8. Different forms of maltreatment have different causes that imply differentiation of assessment and intervention approaches.

Many jurisdictions currently employ the same assessment factors and protocols regardless of the type of maltreatment. To the extent that differentiation is made in assessment of different types of maltreatment, different assessment protocols and intervention strategies may be needed.

9. Child maltreatment results from the convergence of individual, family, ecological and community factors.

The state and counties should adopt a consistent operational definition and a consistent set of assessment criteria that are used in assessment of families and children in child maltreatment interventions.

10. Most child abuse and neglect should not fall under criminal statutes.

It is difficult to determine the implication of this assumption given its wording. Most cases currently do not.

Beliefs About the Nature of Child Maltreatment Interventions

The Criminal Justice and Social Services Interface

11. Non-egregious forms of child maltreatment should receive a social services intervention.

While a relatively small portion of cases are prosecuted under criminal statutes, virtually all cases receive a criminal justice based response at the front end. This is evidenced by the use of terms such as allegations, perpetrators, victims, determinations, investigations, etc. The question before the state is “To what extent does such an approach interfere with families participating in voluntary service arrangements?”

12. Most child abuse and neglect does not benefit from the response that emerges from a criminal justice framework.

Acceptance of this belief or assumption suggests creating a differential response capability that permits a non-investigatory response to some reports.

Beliefs About the Nature of Child Maltreatment Interventions

The Nature of the Intervention and Service Response

13. Child safety from child maltreatment takes precedence over parental rights. (Cross-reference assumption # 27)

The state should intervene where child safety is in question and the threat to safety results from a caretaker’s action or failure to act.

14. A statewide common agreed-upon framework and set of criteria should guide decisions about needs and interventions with families in which child maltreatment occurs and safety is a concern.

The state should develop and operate from an agreed-upon set of variables in assessing families in which maltreatment occurs and for selecting related interventions.

15. Every child’s needs should be assessed.

An agreed-upon set of criteria and related assessment methods, along with a realistic system capacity, are needed to complete such assessments.

16. Differing family circumstances should indicate different responses.

This belief has implications at two levels. First, should all families receive an investigation? Second, how does the agency differentiate service responses based on specific forms of maltreatment, unique family needs and characteristics?

17. Placement can have harmful effects

This belief has several implications. First, if true, then efforts should be made to avoid placement where the harm accruing from family circumstances is less serious than the harm accruing from loss of the birth family, even if only temporary. Second, efforts must be made to identify placement-related harms and to reduce their impact. Third, where such harms occur, there should be means of remediation of the effects of these harms.

18. Due to the multi–problem nature of child maltreatment, a multi-disciplinary response is necessary.

While other disciplines are involved in child maltreatment interventions, it is difficult to say if this assumption is universally used and applied. The evidence of this would be clear delineation of multi-disciplinary roles in all maltreatment phases of intervention and all types of cases.

19. Response to child abuse and neglect should be immediate and expedient in the context or organization of the overall response.

The system is generally organized to respond in this manner. It is conceivable that the system should assess current practice relative to the immediacy required in the response.

20. Positive incentives are generally more effective than negative incentives in producing long-term changes in behavior.

Performance consistent with this belief would be indicated by a focus on strengths rather than deficits, positive service intentions and responses rather than the use of threats, intimidation and coercion and by the appearance of goals that are co-determined with the family rather than imposed upon the family. (This not meant to infer that the goal of safety should not be an imposed condition. Goals as used here refer to intervention outcomes.)

21. Court involvement is a powerful intervention that can be positive for some families and negative for others.

While there is recognition of this principle, its real implementation in practice requires some uniform criteria for differentiating which families fall into which categories.

22. Involuntary governmental child welfare service interventions should be limited to instances in which family circumstances present a moderate to severe risk of harm to the child.

The system should be designed to elicit voluntary family responses to the maximum extent feasible. Court proceedings should be used primarily when such efforts fail and the child's safety is paramount. The state should conduct research on how families experience the front-end response and make adjustments in the approach as necessary.

23. Children should be removed from their homes as a safety intervention only when safety cannot be assured in the home.

Reasonable efforts should be taken to assure the safety of the child within his/her birth family, unless no reasonable means are available that will address the safety threats and assure the child's safety.

24. Under ambiguous circumstances, CWS should favor the response that most assures the child's safety, in the home or out.

A number of decisions in child maltreatment cases necessarily must be made without complete and desirable information. In regard to safety, this raises a question as to how missing information should be treated in safety decision-making. Rules are needed within the CWS safety model for these instances.

25. Effective child maltreatment interventions require skills that go beyond the present base degree preparation of social work, counseling and related disciplines.

The CWS system should define its basic assumptions and beliefs about assessment criteria and intervention methods in child maltreatment situations. Once developed, these should become the basis of in-service training design and negotiations with professional training institutions regarding curriculum. Where prior professional training and education do not match the state's requirements, it should require that these be supplemented by in-service training.

Beliefs About the Nature of Child Maltreatment Interventions

The Role of Government

26. As long as children are safe from maltreatment, they are entitled to be raised by their family.

Safety, rather than risk of re-maltreatment or social betterment, should determine the removal of children from their families and should be the primary criteria for reunification. Toward this end, the state needs a clearly defined and uniformly applied safety model.

27. The interests of the child in regard to child maltreatment take precedence over the rights of parents with respect to their children.

The state should be able to intervene to prevent harm to a child where such harm rises to a level beyond that deemed permissible by law.

28. The state is justified in establishing and holding caretakers responsible for a minimum standard of care.

The state may create a system of enforcement and support for families not providing a minimum standard of care to their children.

29. Family members are entitled to due process and a court appearance where loss of a fundamental right is at stake.

This is generally consistent with current structures and approaches.

30. The extent of control used in the intervention should generally relate to the severity of the danger to the child.

In the absence of a uniform safety model, one might reasonably believe that considerable variance might occur in actions relative to this belief.

31. The court must authorize any CWS action that involves loss of liberty, entitlements or property.

While the system generally conforms to this principle where child placement is concerned, this is not always the case with parental visitation and contact, and with parental participation in decisions about the child's routines.

32. Mild forms of physical and emotional pain do not result in sufficient harm to the development of a child to justify state intervention.

Society accepts a certain level of physical pain inflicted upon a child (e.g. the use of corporal punishment) and of psychological pain (e.g., shaming) and the state should neither coerce nor attempt to influence families in regard to the use of these means of child discipline or control.

Beliefs About the Nature of Child Maltreatment Interventions

Factors Influencing the Success of Interventions

33. The success of a maltreatment intervention depends partially on the direct actions of the caseworker.

The state should identify those aspects of outcomes (safety, permanency and well-being) that are expected to be directly impacted, or influenced, by direct use of caseworker skills. This should become part of the model of practice.

34. Positive outcomes are more likely when intervention targets relevant factors with effective interventions.

This requires agreement on relevant factors and effective interventions.

35. The likelihood of success increases where the family and professionals mutually agree upon decisions.

The intervention process must be designed to gain agreement about the nature of problems and needs, that maltreatment is occurring, why maltreatment is occurring and what actions will improve child safety, permanency and well-being. The state should examine aspects of current practice and agency processes that work against mutual agreement. These processes and practices should be modified.

Beliefs About the Nature of Change in Human Systems

36. Planned change in human social behavior is more likely to occur in the context of a supportive helping relationship.

The CWS system needs to develop specific beliefs and assumptions about the nature and requirements of this relationship and adjust all agency processes and structures accordingly.

37. Behavior is initiated and maintained through a system of social supports.

The family's social network should be considered as part of the assessment. Interventions to strengthen or change the network should accompany the direct family intervention.

38. Continuity of relationships influences trust, a necessary ingredient for positive change.

The CWS system should consider the impact of multiple transitions in primary relationship for both the child and family, and design the response so as to minimize the number of transitions and the impact of transitions.

39. Change is more likely when outcomes are clear and mutually agreed upon.

The use of coercive strategies is more likely to result in compliance rather than true agreement. Coercive strategies should be used only when necessary. CWS practices need to be examined for coercive content, and processes redesigned where coercion can be reduced.

40. A focus on strengths and solutions is more likely to achieve desired outcomes than a focus on deficits and problems.

While research is scant in this area, this assumption suggests significant differences in the way families are engaged than is currently acknowledged nationally.

41. In child maltreatment cases, the time allowed for change in the family is determined by the developmental needs of the child.

This requires a clear assessment of the developmental needs of the child and inclusion of these in full disclosure along with how they will impact time permitted for change.

42. Aggravating circumstances may mitigate the need for reasonable efforts.

States may define aggravating circumstances not included in federal law.

43. The child's emotional security is positively impacted by the caretakers' agreement about the child's needs and how they are to be met, and caretakers' ability to successfully manage conflict. (For purposes of this statement, the agency is considered as one of the child's caretakers.)

This suggests possibly significant changes in the alliance strategy among the caseworker, birth family and out of home caregiver, and supports that match.

Beliefs about the Nature of the Child Maltreatment Service System

Public Policy

44. The achievement of public policy objectives requires effective community partnerships.

The decades following 1963 and the passage of major pieces of child abuse legislation witnessed increased concentration of responsibility and capability for child maltreatment interventions within the public child welfare system. The implication of this assumption is that insularity should be reversed and for a greater sharing of responsibility for with child maltreatment response with formal and informal subsystems of communities.

45. Public policy should include prevention and early intervention.

While a public policy emphasis does not require government provision of such services, it does require government leadership in the development of such services where natural forces in the community have not emerged to meet the need. The primary implication here is that the State and County must have clearly defined prevention and early intervention strategies and a strategy for developing the capability to implement this response at all levels.

46. The financing of children's protective services is a shared federal, state and local responsibility.

Find the devil (or Waldo) in the details of this one.

47. Child maltreatment services can be effectively provided in a number of settings.

This assumption suggests that all phases of CWS services can be effectively delivered in different organizational and community settings. It does not address issues of continuity and related effects of fragmenting the service chain.

48. Management practices and organizational culture significantly influence positive practices of social workers with families and children, and positive case outcomes.

CWS should systematically measure the variable qualities of work-life that relate to agency performance and a culture consistent with its model of practice. Where needs exist, it should deploy organizational development resources to meet these needs.

49. Due to the legal nature of the child maltreatment intervention where there is court involvement, the multi-disciplinary response must necessarily be led and managed by the public child welfare agency.

Contract service agency staff cannot be the caseworker of record in court proceedings.

Beliefs about the Nature of the Child Maltreatment Service System

Public Agency and Community Responsibility

50. The combining of the dependency investigations and the direct or contractual provision of related service interventions within the same agency enhances continuity of the intervention and leads to improved outcomes.

Based on this assumption, investigations should be conducted by CWS and not law enforcement or another separate source.

51. The governance and administration of child maltreatment interventions are best performed under the auspices of local government and community partnerships.

This implies some form of maintaining a state supervised, county administered system for CWS.

52. The primary responsibility for prevention, early intervention and treatment of child maltreatment is shared among CWS, other service providers and the community.

To the extent agreement on roles and actions are necessary. As well, the state needs a model and related strategies that these roles are to be shared, interagency for prevention, early intervention and treatment.

53. Public child welfare agencies should rely primarily on state and local specialized services (e.g. mental health) rather than developing these services under their own auspices.

The absence of community resources should not become the basis for developing in-house professional services. CWS should work with other state agencies and local systems to support the development of needed services.

Beliefs about the Nature of the Child Maltreatment Service System

Role of Foster Parents

54. The primary role of foster parents is to meet the child's basic needs in the areas of health, development, emotional support, safety and socialization toward adulthood.

All approved foster homes should have this capacity relative to the needs of any child placed within the foster home.

55. Outcomes are enhanced for the child and birth family when the foster family works as a partner with the agency in meeting the child's needs for permanency.

The family's capability and motivation for partnership should be one of the criteria for approval and renewal.

56. Outcomes are improved for the child when the foster parents support the child's continuing relationship with the birth family.

The family's capacity for support of the birth family, and the actual support provided, should be a criterion for approval and renewal. Where it is observed to be absent after a child is placed, it is the caseworker's job to influence the foster family and birth family relationship toward a positive partnership.

57. Outcomes are improved for the child when the birth family perceives the foster family as a resource and support to the birth family in meeting the child's well-being needs.

Foster parents should be given and expected to use strategies for positively influencing the birth parent and foster parent partnership.

58. Foster parents are a resource for permanency.

Foster parents should be recruited and approved based on current concurrent planning strategies. Where reunification or placement with relatives is not possible or not indicated, they should be considered as a preferred permanency option.

59. Foster parents are a resource to youth after they leave care.

Part of the casework planning at time of a youth leaving care should necessarily consider how the foster family can and will be a support to the youth and the youth's birth family where relevant.

Beliefs about the Nature of the Child Maltreatment Service System

Kinship Care

60. The primary role of kinship caregivers is to meet the child's basic well-being needs in the areas of health, development, emotional support, safety and socialization toward adulthood.

All approved kinship placements should have this capacity relative to the needs of any child placed within the foster home.

61. Outcomes are enhanced for the child and birth family where the kinship caregiver works as a partner with the agency in meeting the child's needs for permanency.

The family's capability and motivation for partnership should be one of the criteria for approval and renewal.

62. Outcomes are improved for the child where the kinship caregivers support the child's continuing relationship with the birth parents.

The family's capacity for support of the birth parents, and the actual support provided, should be a criterion for approval. Where it is observed to be absent after a child is placed, it is the caseworker's job to influence the foster family and birth family relationship toward a positive partnership.

63. Outcomes are improved for the child when the birth family perceives the kinship caregiver as a resource and support to the birth family in meeting the child's well-being needs.

Kinship caregivers should be given and expected to use strategies for positively influencing the birth parent and foster parent partnership.

64. Kinship caregivers are a resource for permanency.

Kinship caregivers should be considered as a preferred permanency option unless child safety considerations indicate otherwise.

65. Kinship caregivers are a resource to youth after they leave care.

While this is true, foster parents and the familial ties of kinship caregivers require different consideration.

66. All factors being equal, a placement with a relative is preferred over a placement with a non-relative caregiver.

The CWS system should have in place a capacity to identify and assess relatives in all interventions.

67. Relative caregivers' pre-existing roles vis-à-vis the birth parents and child must be considered in designing the intervention.

The CWS system needs to develop and implement supports for a model of practice that takes into account the unique role relationships of kinship caregivers.



IV. DESIRED RESULTS FOR CHILD WELFARE SERVICES

An important objective of the CWS Stakeholders Group was the identification of the desired results or outcomes on which the group would focus in years one and two. The selection of the Stakeholders' subcommittees was based primarily on this process, which began with the creation of small groups to identify desired results for the CWS system of the future. After that process was completed, the entire

Stakeholders Group developed, categorized and prioritized the desired CWS results based on the following criteria:

- High leverage - able to move us further and faster into desired future
- Urgency - need to get started now.
- Resources, energy and commitment are available
- High visibility and high impact
- Easy wins – achievable
- Do-able...but a stretch

DESIRED CWS RESULTS IN ORDER OF PRIORITY

The CWS Stakeholders Group agreed on the following desirable results, listed in order of their priority, for a redesigned CWS system.

1. **Vision, Mission, and Values for the CWS System** established and accepted by the child welfare community.
2. **Revised, appropriate and effective CWS Rules and Regulations.**
3. **Reasonable workload expectations**, based on:
 - The results of the Child Welfare Services Workload Implementation Plan.
 - An automated data system that is easy to use and useful to caseworkers and management.
 - Acknowledgement of social workers' need to spend more time with families, rather than activities that do not require their specialized skills.
4. **Recruitment and retention of sufficient, qualified staff.**
 - Expanded capacity of California's schools of Social Welfare
 - Expanded capacity of bilingual/cultural staff through on-site BSW programs for technical and paraprofessional workers.
 - Skill sets matched to the needs of the caseload.
 - Ongoing training, including multi-disciplinary training, readily available.

5. **Professional recognition of CWS Staff** and a system that values, respects and rewards casework.
 - Appropriate compensation of staff.
 - Evidence that society values the work of professional social workers in CWS.
 - A system that supports empowerment and flexibility in decision-making.
6. **A comprehensive, flexible and collaborative CWS funding system** that:
 - Uses all resources effectively.
 - Is driven by improving outcomes for children and families.
 - Has no jurisdictional restrictions on the delivery of services.
7. **Improved interface between the courts and CWS**, including:
 - The themes of fairness, accountability, human resources, and rules and regulations are embedded in the courts' issues.
 - A coordinated multi-disciplinary system that meets the needs of the child in all areas by providing social workers and the courts with the resources they need.
 - The use of non-adversarial case resolution is emphasized and becomes a standard part of the process.
 - At the end of a child's contact with the CWS system, all involved individuals and entities are assessed by the child, as to whether or not he/she is better off as a result of having been in the system.
 - Juvenile court judges have an in-depth understanding of alcohol and drug issues, particularly relative to zero tolerance for positive toxicology results.
 - The best interests of children in the probation system are served.
8. **A public education program** that informs the public and encourages their support of the CWS system, resulting in:
 - A community that recognizes its responsibility and accountability for child safety and well-being.
 - A sophisticated public understanding of the CWS system and its components.
 - Reasonable and appropriate public expectations of the CWS system.
9. **Comprehensive foster care placement and permanency services**, including:
 - Substantial reduction in multiple placements of foster children.
 - A statewide system of respite care for foster parents.
 - Childcare services available in every county for foster parents and relative placements while they are in training.
 - Out-of-home care licensing regulations and standards that encourage the child's growth and development.
 - Assessment tools in place for every out-of-home placement that will accurately evaluate the level of high quality, nurturing, stimulating care.

- An educational program in public and private schools statewide that promotes the special needs of foster care children.
 - A uniform system of appropriate and timely assessment of children and families' need for alcohol and drug use prevention, education and treatment services.
 - Alcohol and Other Drugs (AOD) prevention, education, treatment, and recovery services, appropriate to the family member's gender, age, family, and culture, available within one week of assessment through collaborative arrangements with CWS/AOD agencies.
10. **A system of prevention and family support**, with a broad array of comprehensive, open-ended community-based, one-stop services, that are family-focused, and strength-based.
- Families and communities participate in planning and policy development.
 - A seamless system is supported by blended funding.
 - Communities of color are targeted.
 - Child welfare and AOD services treat families within a disease model framework and not with a moral/judgmental attitude.
 - The roles of CBOs and non-profit CWS providers are recognized, included and valued.
11. **A fair CWS system**, that addresses:
- The disproportionate number of children of color in the system.
 - Poor racial ethnic representation in the system.
 - Inequities in rate system.
12. **An assessment and decision making process** that:
- Involves all agencies in the service delivery system sharing information, resulting in a unified case plan.
 - Is family-centered, involving both formal and informal family members in a timely manner.
 - Is guided by child development principles and gives children opportunities to voice their feelings, concerns and suggestions without fear of retaliation.
 - Is consistent, and uses tools that are accurate and valid.
13. **Preparation and transition to successful adulthood for foster children.**
- From first entering foster care, youth have the opportunity to be involved in the development of their case plans.
 - Begin preparation for emancipation planning by age 14 with quality programs, and encourage and support youth participation.

- Mandate parenting and human relations training in the last two years of high school
- All who work with any youth collaborate as a team in that youth's best interests, maintaining appropriate contact with siblings and other family members.
- Ensure that foster children grow up with a sense of their own history, belonging to a family, a community, and a culture.
- Every foster youth have one or more adult who has made a life-long commitment to his/her well-being.
- All youth have the following support after the age of 18.
 - Insurance/medical
 - Housing/aftercare
 - Education with stipends
 - Work experience
 - All necessary documentation

14. CWS systems, processes and structures are accountable for, and promote, measurable outcomes.

- The system has clear, objective, measurable outcomes.
- Child welfare policy and practice are based on sound data.
- Allocation of research dollars is based on a comprehensive plan that is integrated with the new vision for CWS.
- Research is seen as a catalyst for ongoing system improvement.
- Every child has individually identified case goals, and these are closely monitored by the caseworker and the supervisor.

Stakeholders, working in small groups, reviewed these desired results and outcomes and identified key activities, deliverables, Stakeholder's roles, and individuals and organizations to be involved, in order to achieve the desired results. This information will be later used to develop the strategic work plan and establish the subcommittee priorities.



V. CWS STAKEHOLDER GROUP SUBCOMMITTEES

PROGRESS REPORT SUMMARIES

As the work of the Stakeholders Group progressed, it became clear that some specific issues needed to be examined in more detail. Four subcommittees were formed to address this need. The membership of the subcommittees is comprised of Stakeholders Group members, consultants, and others who have expertise in the subject area.

The members of each subcommittee were identified according to objective criteria that each group established. Each group sought members to fulfill the following general criteria:

- Good representation from the system
- Subject matter expertise and knowledge
- Will bring a fresh perspective
- Would enhance the credibility of the work
- Appropriate level of leadership to implement
- Commitment and willingness to put in the time

The 2000-2001 Subcommittees were:

- Human Resources
- Rules and Regulations
- Flexible Funding
- Child Welfare Services and the Courts

Following are summaries of each subcommittee's report.

HUMAN RESOURCES SUBCOMMITTEE PROGRESS REPORT

Overview of proposed action steps to implement the Child Welfare Services Workload Study Recommendations

In the early 1980's California implemented the Adoption Assistance and Child Welfare Services Act (Public Law 96-272), the federal reform statute that still serves as the basis of today's child welfare services program. Funding for the program is determined through the state budget process that establishes the general fund dollars which are then leveraged with federal and county dollars producing the total statewide resource level.

Although the budget allocation methodology used to distribute these funds to counties has evolved over the years, California currently operates under a caseload driven formula. This approach essentially involves distributing funds to Counties based on their respective percentage of children served in each of the four components of the Child Welfare Services program (Emergency Response, Family Maintenance, Family Reunification and Permanency Planning). Each component has its own weighting based on the number of children that could be served by one Social Worker.

Against this backdrop the Legislature passed SB 2030 in 1998. The statute directed the California Department of Social Service to study the level of effort needed to fulfill statutory and regulatory requirements of the Child Welfare Services program and to make recommendations regarding what constitutes a reasonable workload for County Social Workers in this field. The Child Welfare Services Workload Study Report was released by the Governor in May 2000 and contains recommendations in five major areas of concern:

- **Minimum and optimum caseload standards** – based on time studies of 14,000 Social Workers and support staff.
- **Staff tenure and training needs** – recruitment, training and retention of qualified staff.
- **Budget methodology** – continue the caseload driven approach with considerations for special circumstances.
- **Best practices** – continuous improvement of the outcomes for children and families served by the program.
- **Management uses of data and related research** – use of the Child Welfare Services/Case Management System as a tool for measuring outcomes and maintaining accountability.

As part of the Budget Act for 2000-01, the Legislature directed the Department to develop an implementation plan for the Workload Study with input from stakeholders including the Director of the Department of Social Services or designee, representatives from the Department of Finance, County Welfare Directors Association, California Association of Counties, a child welfare services consumer, a children's advocacy organization, and a child welfare social worker organization.

The Department incorporated this effort into the larger Child Welfare Services Stakeholders Group by forming a Human Resources Subcommittee that included membership as specified in the statute. This report reflects the subcommittee's proposed action steps to implement the recommendations of the Child Welfare Services Workload Study.

The following is a summary of the specific recommendations made in the Workload Study Report for each major area of concern, followed by proposed actions for implementation.

MINIMUM AND OPTIMUM CASELOAD STANDARDS

Workload Study Report Recommendation:

Minimum standards for case-related time should be implemented as soon as possible where feasible. The optimum standards need to be reviewed and prioritized for possible long-term implementation based on achievement of outcome criteria.

HR Subcommittee Proposed Actions:

- Implement minimum standards over a five-year period.
- Require counties to submit a five-year general plan containing a specific one-year action plan, including a detailed budget outlining the use of the Child Welfare Services allocation.

STAFF TENURE AND TRAINING NEEDS

Workload Study Report Recommendation:

Non-case-related time standards should be adjusted to allow time for training and staff development needs; a targeted recruitment plan should be devised and implemented.

HR Subcommittee Proposed Actions:

- Adjust caseload standards for workers on the job for less than one year to support non-case related training activities.
- Initiate public awareness campaigns to improve the public image of child welfare workers and to stimulate interest in public service as a career choice.
- Engage in meaningful employee recognition programs designed to compliment efficient, effective service and reinforce staff retention.
- Partner with schools of social work to ensure that professional education programs are reflective of contemporary social work practices and competencies.
- Shape ethical professional practice at all levels of the organization through attention to "workplace culture" improvements.

BUDGET METHODOLOGY

Workload Study Report Recommendations:

Maintain the service-based Proposed County Administrative Budget (PCAB) methodology, as it is the most practical and workable approach to allocation of funds. Use the minimum standards service caseload factors, as determined by the workload study, in place of the current standards. However, current budget methodology caseloads should be subject to additional specialized study to recognize the unique needs and additional time necessary to serve non-English speaking culturally diverse, and disabled or handicapped populations. Adjustments for new staff training time needs must also be addressed.

Consideration should be given to reviewing current state and county cost sharing ratios. Expand minimum funding allocations that have historically been used for very small counties and are found to reduce unessential administrative overhead, to additional small counties. State funding for new child welfare programs, including new prevention and collaborative initiatives, should be considered. A block grant methodology should be subject to further evaluation and considered for a limited pilot test.

Improve state and county budget communication.

HR Subcommittee Proposed Actions:

- Continue the PCAB methodology.
- Move incrementally towards minimum caseload standards.
- Acknowledge current state – county communication successes, and continue to build on them.
- Include human resources issues on the agenda of the Stakeholders Group for its second year efforts so that the remaining recommendations may be addressed.

BEST PRACTICES

Workload Study Report Recommendation:

In designing best practices studies, comparability of local programs should be assessed before they are considered for inclusion. For all special study subject areas, consideration should be given as to how long programs or policies have existed in each county being studied.

Specific recommendations for each best practice area were offered for consideration in the Work Study Report.

HR Subcommittee Proposed Actions:

The Stakeholders Group should establish a research and evaluation function to clarify a three to five year protocol for going from idea to scale on pilot projects by:

- Making current successful pilot projects available statewide.
- Developing procedures for bringing future pilot projects to scale if it is determined that they produce desired outcomes.
- Sharing the learning from pilot projects, including what works and what doesn't work.
- Providing technical assistance to counties to apply for, implement and evaluate pilot projects.
- Identifying areas needing further study.

MANAGEMENT USES OF DATA AND RELATED RESEARCH

Workload Study Report Recommendations:

Counties should consider making use of available data by utilizing the formulas provided in the management of case assignment and monitoring to address workload equity.

Additional Related Research Recommendations:

- Review the service categories used in the workload study and consider enhancements to the CWS/CMS to capture data on all service categories.
- Develop more capacity to generate routine CWS/CMS data on case entries, duration and exits for all service categories.
- Current efforts to develop outcome data for CWS need to be integrated analytically with workload data and subsequent workload studies.
- Consider vacancies in staffing and the effects on existing staff workload.
- Develop a simulation model of CWS basic services for forecasting purposes.

HR Subcommittee Proposed Action:

The CWS/CMS Oversight Committee will address these recommendations as it builds the CWS/CMS Strategic Plan to be completed in fall 2001.

RULES AND REGULATIONS SUBCOMMITTEE PROGRESS REPORT

The charge to the Rules and Regulations (R&R) Subcommittee was to determine the areas where it was believed that outdated, redundant, and/or conflicting regulations were interfering with the performance of the tasks of Child Welfare Services. The subcommittee was instructed to look for issues and areas where non-controversial “short term clean-up” could improve the system, and allow the group to move forward on to a deeper level of review.

The subcommittee achieved this charge by completing a detailed review of a number of volumes of regulations. It was decided that during the intensive review process, workgroups would also identify those areas which need further review to make substantive regulatory changes.

To achieve their goals, the R&R Subcommittee set the following tasks:

- Identify two levels of review:
 - Phase I: Identify obsolete, conflicting, redundant, or unnecessary language in current regulations and propose revisions.
 - Phase II: Identify substantive areas for further review in which changes could likely make a significant impact—the work of the subcommittee at this point is limited to the *identification* of these areas, but will not include recommendations as to what the substance of the modification or change *should* be.

Phases I & II are scheduled for completion by September 30, 2001.

- Review regulations and related laws governing child welfare services, including and incorporating the efforts of other statewide groups that also reviewed CWS regulations and receive input from the Stakeholders and other interested groups.
- Recommend principles and guidelines for development and interpretation of CWS regulations.
- Prepare a report incorporating the subcommittee’s recommendations for the Stakeholders’ review and submission to Director Rita Saenz for consideration.

The subcommittee divided into four work groups to study different aspects of the regulations and laws that govern California’s Child Welfare Services system. The groups include Stakeholders members and individuals invited for their expertise and technical knowledge. The groups are:

- STATUTES
- FOSTER FAMILY HOMES REGULATIONS
- GROUP HOMES/FOSTER FAMILY AGENCIES/
AGENCY ADOPTION REGULATIONS
- CHILD WELFARE SERVICES REGULATIONS

The work group's first task, the discovery of and suggested short-term "clean up" of obsolete, conflicting or redundant language, is being accomplished in the areas of:

- Title 22 (Community Care Licensing) Regulations
- Division 31 (Child Welfare Services) Regulations
- Welfare and Institution Codes
- Health & Safety Code
- Family Code

Under the Phase I review, it appeared that many of the rules and regulation modifications do not meet the obsolete, conflicting, redundant or non-controversial "criteria" of their part of the review. For instance, it was determined that only about .5% of the Division 31 regulations meet the criteria for technical clean up. Phase I "clean up" will not provide any significant workload relief for staff and caretakers.

PRIORITY AREAS FOR FURTHER REVIEW

Phase I included a line by line regulatory review to determine clean up issues. Various methods are being used to gather input, including surveys and the CWS Stakeholders Summit. In Phase I, as previously stated, it was determined that the changes would not significantly allow for workload relief or result in major changes (or improvements) to the system.

The Phase II process will include substantive areas for further review. It will include priorities developed by the subcommittee, and additional suggestions for topic areas from interested parties. The areas of priority deal with areas that will provide streamlining and allow for flexibility to meet the needs of children, families, caretakers and provide workload relief.

PARTIAL LIST OF PRINCIPLES TO GUIDE FURTHER REVIEW

The R&R Work Groups are working on compiling principles that will guide the further review and future rules and regulations. This is a partial list; but provides the direction of the discussion of the subcommittee.

Principle 1: *The regulations should be written in concise, familiar language.*

How would the principle be used to guide standards and quality?

Using familiar language, fewer words and shorter sentences would make the regulations easier to read and understand. They should include a Table of Contents or subject matter guide.

Principle 2: *The regulations should be written and organized so that all persons involved in CWS can understand what is required.*

How would the principle be used to guide standards and quality?

Clarity leads to accountability. All persons involved in child welfare services workers can only be held responsible when they understand their obligations. Licensing workers (program monitors, inspectors) who enforce the regulations and provide technical assistance, can only do their jobs if the requirements are clear.

Principle 3: *The regulations should provide adequate guidance for those using them, yet provide sufficient flexibility to meet the needs of individual children, and the needs of families, caregivers, and social workers. Regulations should also balance the needs of the child for the least restrictive environment with the associated risks for everyone involved.*

How would the principle be used to guide standards and quality?

The purpose of the regulations is to provide minimum standards for the care, safety and custody of children. Regulations cannot protect against every possible risk. It is necessary to balance the level of risk against the burden of protecting against that risk. This is where the reasonable parent or common sense approach should apply. Similarly, regulations set uniform standards and cannot anticipate the needs and characteristics of individual children. The regulations must permit social workers to provide limited exceptions to the requirements, where appropriate. A regulation should include language such as “except as provided in the case plan” to permit appropriate flexibility.

Principle 4: *The regulations should support a home-like environment rather than an institutional environment, and should strive to normalize the experience of children and caregivers.*

How would the principle be used to guide standards and quality?

Foster homes are not group homes, and should not be referred to as “facilities”. Nor should they operate like institutions. As much as possible, they should look and act like a family home. A guide post in the review of the regulations should always include the questions: “Is this something we would want any parent to do?” and “Does this regulation make it hard for foster children to live and develop like other children?” If the answer is no, we should carefully consider the necessity of the regulation. Although we cannot totally normalize the experience of foster parents or foster children, it should remain an important goal. By the same token, the regulations should make it clear that foster parents must perform the same functions as any parent would perform.

Principle 5: *The regulations should support the development of appropriate independent living skills for youth.*

How would the principle be used to guide standards and quality?

A primary goal for older youth in foster care is the development of independent living skills. These skills include the ability to make independent decisions and operate in the world without adult supervision or assistance. Regulations designed to protect younger children can actually prevent older youth from developing these skills. Again, the regulations should permit flexibility to be consistent with case plans or independent living plans.

FLEXIBLE FUNDING SUBCOMMITTEE PROGRESS REPORT

The Flexible Funding Subcommittee was established to explore opportunities for funding child welfare services in a way that achieves better outcomes for children and their families.

The purpose of the Subcommittee, as stated in its charter is to achieve desired outcomes for children and families, develop a comprehensive, flexible and collaborative funding system that effectively uses all resources and is based on incentives.

Its goals are to:

- Examine current federal, state, local and private financial options, issues and challenges.
- Identify existing and proposed new financing strategies that promote the purpose of the Charter.
- Propose a budget methodology and funding mechanisms for programs that serve children and families.
- Develop an implementation and capacity-building plan that will facilitate increased knowledge and expertise at the state and county level about flexible funding. The goal of this plan will be to provide public and private partners at all levels with the knowledge needed to create and sustain services needed by children and their families, and to have the flexibility to fund these services from their combined resources. Resources include federal, state, county, and local funds (including community resources, public and private) that support services to children and families.

The Subcommittee recognizes that the needs of families in this state are very broad, while the funding streams available for services are narrow, categorical silos. The walls of these silos are built of federal and state regulations, and reinforced by federal, state, and local policies that may be more restrictive than law or regulation. These silos often keep spending from being directed to the greatest need, and require funds to support a limited set of services instead of individual family needs.

The Subcommittee recognizes that knowledge transfer is a critical element in a flexible funding strategy. As a result, one focus is to draw a picture of how children's services are funded in California. As a blueprint, it is designed to provide better tools for thinking how to finance programs that integrate services and populations that have traditionally "belonged" to one agency or another.

The tools for flexible funding are the public and private revenue sources available for children's services. Knowing how each of these revenue sources work, and the opportunities and limitations they offer for flexible financing, is an important first step in building the fiscal infrastructure for an interagency continuum of services that support children and their families.

Within CDSS, funding streams support activities and services that occur after families have reached the crisis stage of an abuse and neglect finding. The costs of these activities (out-of-home care, the administration of the child welfare program) have continued to rise even as the economy has prospered.

A flexible funding strategy offers the possibility of re-framing and reforming the financing of children's services – to invest in services that reduce costs down the road and to package revenue streams together in a way that gives children and their families a continuum of support over time. For example, an investment that equaled 10% of the current budget for foster care would put \$170 million into new resources for children and their families.

The Child Welfare League of America has recently noted that states are using three interrelated strategies to create more flexibility in the financing and delivery of child welfare services. They have applied the tools, principles and financing options of managed care to child welfare. They have used Medicaid funds in different ways to support critical services in child welfare. They have participated in the Title IV-E waiver program (*Financing in Child Welfare: Trends, Issues and Federal Policy Implications*. Draft Discussion Paper, Child Welfare League of America, undated). California is one of 20 states with approved Title IV-E waivers. The waiver permits the state to redirect the equivalent of what historically had been spent on foster care for equivalent populations into three different projects – extended voluntary placements, intensive services, and kinship permanence. As a demonstration waiver, there is a rigorous evaluation, and the three projects are of limited scope. A maximum of about 3600 children will be served through California's waiver.

There are opportunities in the State today to create flexible spending environments, using tools that already exist in the state, and by working in partnership with other public and private agencies. In addition, changes in state and county program policy could increase the potential for flexible spending, and better support a continuum of services for children and their families. New partnerships and funding strategies involve a certain level of risk-taking and innovation, as does any type of change.

GUIDING VALUES FOR FLEXIBLE FUNDING

1. The goal of all flexible funding is to meet the needs of the child and the family. The role of the family in identifying its needs and the resources required to meet these needs cannot be understated.
2. For flexible funding to work, there must be common agreement about outcomes and a direct link between outcomes and funding. Benchmarks need to be established as a baseline for funding, including recognition of necessary administrative support.
3. Funding flexibility must exist at the level of worker-family interaction to make services seamless.
4. Family needs often extend beyond the resources of a single agency. A single funding stream cannot be expected to pay for all the services needed by a child or family on a regular basis.

5. Collaboration and partnership are essential elements in a flexible funding strategy, and should be encouraged.
6. A successful flexible funding strategy supports a continuum of services that assist families before, during, and after a child welfare crisis erupts. Currently, Title IV-E (a federal entitlement program) provides federal reimbursement only for the care and supervision of children placed in foster care (and related administrative costs at the state and county level). This results in a kind of perverse incentive that generates financial reward for providing care at only one end of the continuum.
7. Public agencies cannot do it alone. Families and community-based organizations are essential partners in all phases and at all levels of planning and implementing multiply-funded, culturally competent services, including program oversight and evaluation.
8. Bringing new funding streams into services for children and their families means corresponding administrative responsibilities. Additional documentation, training, reporting, and audit requirements require staff to manage these tasks.

WHAT FLEXIBLE FUNDING MEANS

Flexible funding has different meanings at different places in the service delivery system.

- At the level of a ***child and his/her family***, flexible funding is the ability to meet a need, right here and right now. It means being able to be effective because a broad array of public and private resources can be tapped when a need first surfaces and not only at a time of absolute crisis. It means using funding in a proactive and collaborative way, to offset more costly and often recurring expense. It means not referring a child or family to the only thing left on the service menu, regardless of whether that service is what the family needs or wants.
- At the ***agency*** level, flexible funding means not letting “silos” dictate services irrespective of individual family need. It means having a public/private, multi-agency, multi-disciplinary team available to every family as a resource and support. It means having the flexibility to offer a “cafeteria” of services to meet a child and family’s needs (within a fixed amount or “blending” of funds). Matching the service to the funding silo becomes an accounting function, and not a program requirement.
- At the ***systems*** level, flexible funding means an overall fiscal policy where each entity in the system knows the resources of its partners, and creates seamless and flexible program and service options across systems, with the accountants in the back room sorting out what services should be charged where. Some degree of categorical funding is probably a fact of life. However, good accounting and fiscal staff who have the investment and authority to support an integrated service delivery system, can link funds for seamless service delivery and then untie them for claiming, reporting and auditing purposes.

WHAT MAKES FLEXIBLE FUNDING WORK

- *Leadership* must exist within and across agencies. It is driven by trust and by agreement on common goals.
- *Partnerships* cannot be underestimated. No one agency has all the resources or expertise to meet the needs of children and their families. Without partnerships and collaboration among agencies and between families and the agencies that serve them, funding silos and funding fragmentation increase. Parallel planning efforts by multiple agencies may result in duplicate or overlapping spending priorities.
- *Culture change* in both the public and private sector must be supported, if not begun by agency administrators. At the fiscal level, culture change means openness to new ways of financing services, to making the resources, especially the leveraging capacity, of one's agency available to other partners. These changes may be viewed as financial risks an entity is not willing to take. Consequently, the buy-in and support of the funder (federal or state government, foundations, etc.) is essential, as they are finally responsible for audit and compliance issues.
- *Knowledge transfer* is critical. In order to spend money flexibly, all players at the table need to share a common vocabulary of fiscal resources, their opportunities and limitations. Cross-county and cross-systems training and technical assistance are important.
- *Resources* are critical at the administrative level. Some flexible spending is possible right now if an agency has the fiscal and accounting resources to "braid" money together for the purpose of service delivery, and then pull it apart for the purpose of claiming and reimbursement. There must be a cost benefit to the agency that must do the work if these types of strategies are to be successful.
- *Uniform reporting and data collection systems* improve accountability, permit tracking of multiple programs and funding sources, reduce departmental workloads, and help to build a common vocabulary between programs.
- *Reinvestment* is a part of an overall flexible spending strategy. Flexible spending, especially when leveraging is used to generate new fiscal resources, may produce savings at the state or county level. Early services to a family are less costly than repeated placements in residential care. Leveraging may free up state or county funds. A reinvestment strategy ensures that savings continue to support and not supplant expenditures for children's services or other government needs.

CHILD WELFARE SERVICES AND THE COURTS SUBCOMMITTEE PROGRESS REPORT

Overview of recommendations

BACKGROUND

The CWS and the Courts Subcommittee (Courts Subcommittee) convened for its first meeting in October 2000. The Courts Subcommittee generally meets for a full day each month. The subcommittee invited additional members to participate in its work in order to achieve representation of all stakeholders in the interface between the CWS system and the Courts. At the November/December meeting, the subcommittee reached agreement on its purpose and a list of desired results.

PURPOSE

The Courts Subcommittee believes that it must identify and consider the roles and responsibilities of all stakeholders in the court system that deal with child welfare matters, including but not limited to dependency, delinquency, family, drug, probate, and mental health courts. The purpose of the Courts Subcommittee is to recommend improved processes that promote collaborative decision making and alternatives to dispute/issue resolutions, ensure reasonable efforts, and provide mandated services. It is essential that the views of all parties and participants are considered and respected in determining the best interest of the child.

PRODUCTS

The subcommittee developed some preliminary recommendations to improve the current relationships between CWS and the courts and to improve the approach of both CWS and the Courts in resolving child protection issues. These recommendations include an emphasis on fairness in reaching non-adversarial issue resolution and an emphasis on making reasonable efforts to provide appropriate services to families and children.

The subcommittee has identified areas where the relationship and communication between the social workers and court administrators are challenged and has identified some promising practices for CWS/Court efforts with families. This subcommittee will continue to identify issues that could be addressed through changes in regulation, legislation and/or practice.

RECOMMENDATIONS

1. We recommend that State law be enacted to authorize and strongly encourage various forms of non-adversarial issue/case resolution in child maltreatment cases to be used by child welfare agencies and the courts as a standard and regularly used approach.
2. Child safety, permanency and well-being are the principal goals of non-adversarial issue resolution. We recommend that State statutes and child welfare agency policies and court rules ensure that programs using this approach are structured accordingly.
3. We recommend that these techniques be available at all stages of the child welfare agency and court process. Family members should be included (with limited exceptions), and be permitted to address a broad range of issues within both the child welfare agency and the court process.
4. We recommend that State law and process facilitate the development of these techniques and models applicable to child welfare in local jurisdictions.
5. We recommend that technical assistance and training be available to local child welfare agencies and courts to support the development and maintenance of effective non-adversarial issue/case resolution components.
6. We recommend that State law ensure that statements made within the non-adversarial issue/case resolution process are confidential (with limited exceptions) and will not be admissible in any court proceedings.
7. We recommend that legislation and policy permit the appropriate disclosure of otherwise confidential information among participants in these processes.

Several areas were identified by the Courts Subcommittee as priorities for further review:

- Fairness and equitable treatment
- Reasonable efforts to preserve and reunify families
- Reasonable caseload/standards/workloads
- Mandated and/or needed services will be available and accessible
- Collaboration, interface and measurement of outcomes
- Confidentiality and sharing of information
- Data collection systems and recording systems.
- Reduced tension among social workers and judges

The preliminary recommendations of this subcommittee promote collaborative decision-making and alternatives to dispute/issue resolutions. The practice of these recommended approaches should contribute to a significant improvement in the provision of reasonable efforts. They should also create a greater likelihood that necessary or mandated services are provided in a manner that is customized to the needs and circumstances of each family and child.

It is still early in the development of these alternatives, so no single approach in the child welfare context should be statutorily imposed on an entire State. Unfortunately, in most jurisdictions, none of these formal, structured opportunities for non-adversarial issue/case resolution – at both the child welfare agency and court levels – have been available. Therefore, the Courts Subcommittee encourages the development of these approaches through the enactment of authorizing legislation, support for the implementation, and ongoing evaluation of outcomes.



VI. IMPLICATIONS OF FIRST YEAR FINDINGS FOR A REDESIGNED CWS SYSTEM

From August 2000 through June 2001, the Stakeholders Group has been examining the current CWS system and exploring new service approaches that would potentially be included in creating a redesigned CWS system. There have been discussions of many concrete program components and

an over-arching agreement in the desirable outcomes to be achieved by these services. The Group has identified the areas described in this section as significant building blocks of the new system. However, the Stakeholders also recognize that these elements require further development in order to be incorporated into our redesign effort.

Child welfare policymakers can best shape the future by understanding the values of the policies that constrain and reward practitioners in the CWS system, and their impact on practice. ***Child welfare policies arise from values.*** When those values are understood (or misunderstood) by practitioners to be in conflict with their own values, implementation of those policies will be curtailed. This incomplete implementation of public policy creates problems for the performance and credibility of public agencies. If the value base of those policies had supported fair and efficient practices, then partial implementation creates a problem for clients who are not given equitable treatment.

Merely tinkering with the old mechanisms of the CWS system is unsatisfactory given that they appear to be overwhelmed and wearing out. The breadth of the problems defies incremental change. To have a chance for success, change must be dramatic and pervasive. The imminent need for far-reaching reform grounded in comprehensive family policy is compelling. Such policy must address the root problems that lead to the abuse and neglect of children, and must respond to the full array of issues faced by children and families at risk.

The Stakeholders Group, building upon the new *Federal Outcomes for CWS of Safety, Permanence and Child Well-being*, has begun to sort out key concepts that support these outcomes and other outcomes identified by Stakeholders.

Key Concepts That Reached the Level Of Common Agreement

Key Concepts of the Stakeholders Group redesign of the CWS system:

- Focus on people changing, rather than people processing.
- Use a holistic approach to intake and assessment, not just focused on investigation of child maltreatment.
- Focus on diverting families to the CWS voluntary service structure and developing the services and resources for these families.

- Create more diverse options for meeting families' needs so that crises will not occur.
- Expand services to address family crises and reduce inappropriate out-of-home placements.
- Actively collaborate and coordinate with the courts and other public and private agencies that serve families and children.
- Increase capacity to reunify children with their families whenever possible (consistent with the child's safety).
- Build systemic support to increase the stability of placements and adoptive families.
- Extend the duration of services to youth emancipating from the dependency system.
- Create accountability at each decision point in a family's case to ensure positive outcomes.

PRACTICE AND SUPPORTIVE SERVICES CONCEPTS

Moving From People Processing to People Changing

Currently, most CWS interventions are more about “people processing” than “people changing.” ***The current structure of CWS intervention encourages compliance, rather than change.*** The family is often left with the sense that the best the agency has to offer them is the hope of being left alone if they will just comply. However, focusing on the caregiver's concern for the child, the pain within the family, and the discrepancy between positive intent and reality is more powerful in creating change than the will of the family to rid itself of the agency's intrusion.

The orientation towards people changing rather than people processing may be considered developed to the extent that:

- The level of outcome expected from the practice is specified.
- The variables to be impacted during the change intervention are identified.
- The strategy for impacting variables is clearly specified.
- The theory and evidence base for the change strategy is explicit.
- The behavioral (cognitive, social, and affective) skills necessary for enacting the strategies are specified.
- The environmental elements (resources, opportunities, social supports) necessary for change and maintenance are identified.
- The roles of members of the change system are defined.
- All active change agents are prepared and trained to proficiency in the skills associated with the agency's change strategy.

CWS must emphasize and encourage the helping relationship between social workers and families.

Consequently, the Stakeholders believe that the new CWS system must emphasize and encourage the helping relationship between the social worker and the family. This focus allows the social worker to establish a bond with the parents/caregivers in order to empower them to make necessary changes in the way they care for their children and in other important life skills. It returns power and responsibility to the client, supports client self-determination, establishes a framework to effectively address child safety and permanency planning, and facilitates change. ***The approach with the family at the front end of the system has significant implications for the success of later strategies.*** All change for the better takes place in the context of a helping, supportive relationship.

Empowering Families to Participate Voluntarily

The participation of the person being served is required for a service to be effective. This suggests that the success of CWS interventions depends on the degree of alienation created or cooperation elicited during the initial investigation and subsequent contacts. Strategies that increase parent participation, preferably on a voluntary basis, will be the most effective in achieving long term changes in behavior. The social and emotional consequences of the investigation and other contacts are significant factors in the subsequent effectiveness of the parent(s) willingness to participate and the overall impact of the intervention. ***There are marked differences between the strategy of controlling child abuse through prosecution and punishment of offenders and seeking to help families change the conditions that present threats of harm to a child.***

It's hard to be an adversarial helper.

The CWS system via the court should not make unnecessary intrusions into a family's life, which waste social service resources. When the court process is necessary, it must strive to minimize adversity by utilizing out-of-court services, such as family group decision-making, mediation, conciliation, family court, administrative reviews and settlement conferences. ***These non-adversarial methods of issue resolution engage and empower families and extended family members by providing opportunity to make decisions and develop their own case plans to keep children safe and nurtured.*** The Stakeholders recommend that these proven practices be brought to scale and become a normal and required part of the dependency process throughout the state.

Linking Families with Positive Social Support Systems

People-linking practices are also necessary because child protection agencies rarely contain all the practice methods or resources a client may need. Simply linking families to services may not be enough. Agencies need to ensure families are aware of services, are able to access services, and finally, in some cases, engage in people-changing practices that bring the family to a level of using services. These practices are particularly important, not only in referral for services, but also creating interventions designed to enhance the ability, motivation and opportunity of families to participate.

Informal, neighborhood-based social support resources should be utilized to prevent child maltreatment and protect children when families have been identified as at risk. This might entail school-based services, or activities of church, community or recreational organizations. Mentoring programs providing mentoring of parents through these social supports recognize the importance of relationships in encouraging people to change behaviors. The importance of designing social support interventions for families at risk for child maltreatment is enhanced by the consensual conclusion of researchers that these families are “socially isolated” within their neighborhoods and communities.

Holistic Organic Customized Assessments and Service Plans

Systematized processes must be established to assess child and family needs, to develop individualized plans for services, to evaluate how well plans are implemented and adhered to, to coordinate across systems if the child and/or family move, and to periodically reassess plans. In the context of investigating and assessing abuse, it is often too easy for a child welfare worker to recommend removal in order to avoid the risk of error, and the resulting potential harm to the child and the public outrage at leaving a child in a home where he or she was in danger. The possibility of errors in reasoning and decision-making by the social worker has profound implications for the well-being of individual children and families.

Child welfare workers make complex decisions daily regarding child safety that fundamentally affect the lives of children and families. A worker’s error may become tomorrow’s headline accusing the agency of overlooking “obvious” peril for a child. The constant possibility of harm to a child and the large caseloads make it extremely difficult to adequately attend to families’ complex situations. This often produces a crisis orientation in which only the most pressing situations are addressed and other needs receive cursory attention.

In order, to develop an effective strategy to reduce risk to the child, the Stakeholders agree that ***the assessment of the family should include the collection of sufficient information in order to understand family functioning and patterns of behavior over time.*** Therefore, simply assessing the validity of the reported incident and taking action to ameliorate that condition may not be sufficient to address the underlying causes of abuse and neglect.

A narrow view of the family condition is more likely to result in undue attention being placed on the most recent incident and ignoring of family patterns that are more difficult to address. Safety and risk assessment protocols, such as those used in Structured Decision Making, allow for more consistent agreement and decisions about the conditions and patterns that warrant removal of a child from the home. Both the safety and risk assessments utilized by CWS must focus decision-making on what is known about the family from a family-systems perspective.

With rare exceptions, the primary focus should initially be on the family so that the child is considered in that context. Only if reunification or family maintenance efforts fail, does the child become the “client”. This will promote family maintenance services, inclusion of parents in the case-planning process, and increased likelihood of safe maintenance of the child with the parents.

Individual service plans should be developed for each parent and child receiving protection services, which are directly related to the circumstances that brought them into the system. Each service plan for the family should spell out the needed material, educational, healthcare and mental health interventions, along with a description of how these needs will be met in terms of stated protection outcomes.

CHANGING CWS STRUCTURE CONCEPTS

Flexibility when Responding to Families

Traditional CWS responses lack flexibility to engage and motivate families for positive change. The focus of CWS investigations tends to be on the specific incident generating the report, sometimes to the exclusion of other underlying factors or patterns. In most instances, the case is closed after an allegation was unsubstantiated despite the fact that the family needed services. Often families who fail to receive services after this initial contact with the CWS system end up being reported and investigated again and again.

Expanding the Voluntary Support Service Structure of the CWS System

The Stakeholders recommend that the new CWS system use a multivariate approach to resolving child maltreatment issues with the family and protecting children. Individualized interventions tailored to the family situation are more effective in protecting children. This approach allows families whose situations present low to moderate risk to children to be voluntarily diverted to less restrictive, but more appropriate, programs that promote child safety and strengthening of the family.

Multivariate approaches require individualized services that meet family needs – and build a community’s capacity to provide.

Stakeholders discussed and reviewed a variety of emerging approaches that were designed to meet the family’s unique needs in new ways: Family-To-Family Programs, Kinship Centers, Wrap Around Services, Family Conferencing, Court Mediation Programs, Drug Courts, etc. An example of unique approaches emerging is the concept of “Family Group Decision Making.” This offers a new approach to working with families involved with the CWS system. Families are engaged and empowered by CWS agencies to make decisions and develop plans that protect and nurture their children. This approach is characterized as a practice which is family-centered, family strengths-oriented, culturally based, and community-based.

This approach and many of the others discussed are particularly synchronous with ASFA timelines because the family is given intensive supervision and support that often clarifies the interest and ability of the parent to resume responsible care of his or her children.

Assessing Risk and Making Appropriate Individual and/or Team Decisions

The degree of risk to a child in a particular family is dependent on the unique composition, circumstances, environment and history of that family. Decision-making about the appropriate intervention must be based on these same factors. The Stakeholders Group recommends considering the use of multidisciplinary triage teams in the intake, assessment, and case planning for families at higher risk. The purpose of the teams is to provide a multidisciplinary, multi-agency approach to child protection and make child protection a function of the entire service delivery network rather than the responsibility of one agency.

Training for all Stages of Assessment and Decision Making

In addition, child welfare workers must receive training focused on how to make decisions not only in the first stage assessment at the initial intake, but also in the second stage assessment following interviews and investigation. Such training can help workers to identify family strengths and improve the ability of workers to intervene effectively with families.

Unless workers can appropriately identify risk to children, accurately assess client needs, refer clients to appropriate services in their communities, and evaluate clients’ progress, treatment plans are more likely to be based on inadequate, erroneous or useless information. This training should require individuals to be able to reach independent judgments. These judgments are vitally important to the multidisciplinary team. They are often the only source of information relating to actual contact with the family.

Better decision-making achieves better outcomes.

The outcome of these efforts should be that:

- Children in crisis are more likely to be placed with families than institutions.
- Children are more likely to remain in their own family, or at least within their own neighborhood and school district, and less likely to be bounced from one temporary home to another, and more likely to be reunited with their birth family.

This requires ***making strategic decisions about which children should come into care, and which families can be safely helped to provide a nurturing environment for their children in their own home.***

Focus on Family Strengths and Preserving Families

The Stakeholders believe that ***when government intervenes in the lives of families, preserving and strengthening the family should be a priority.*** Families should be empowered to provide for their children and to take advantage of opportunities for their growth and development. Family Maintenance is designed to provide this type of service, but economic disincentives for family maintenance efforts cause CWS to ration the provision of this service to families. These disincentives must be eliminated in order to more effectively maintain and strengthen families, rather than remove children into out-of-home care. There are many positive incentives, both from the child and system viewpoint, to leave children in their own homes unless they are at imminent risk of severe physical injury.

CDSS should encourage CWS agencies to establish protocols that permit parents to receive voluntary in-home services or, in appropriate cases, out-of-home placement services prior to the filing of a formal petition. By creating a period of time prior to the filing of an abuse and neglect petition, the CWS agency has the opportunity to offer intensive services to a family in an effort to resolve the crisis without formal court proceedings.

The family-centered approach is maintained even when a child is placed outside of the home. Since placement is viewed as part of an overall plan, not the end in itself, efforts to help families are maintained during placements to facilitate reunification. Alternative placement plans are made but not implemented unless it has been demonstrated that safe reunification is impossible. We must set goals to ensure that appropriate services are offered to families upon a first referral, rather than waiting for repeated reports before appropriate services are provided.

Safe Emancipation, Not Abdication

In today's world, parents often continue to support their children in response to their needs and capacities, not based on the arbitrary timeline of turning 18 years of age. The same must be true for those children for whom the state has assumed parental responsibility.

Currently, youth are expected to leave the system with tenuous plans for independent living and little access to the kinds of sustained or intermittent supports that would make a successful transition possible. More transitional support is needed for youth aging out of foster care, particularly in housing, education, employment, and health services. The State should intensify mentoring and other assistance to those struggling with their independence.

All the supports of foster care, including board and care payments, medical coverage, and independent living services must continue to be available to youth beyond the age of 18 years, as long as those youth are enrolled in high school, GED, vocational or technical programs full time and making diligent efforts toward completion. ***For youth who do not have families to lean on, “emancipation” must be a gradual process that considers the unique circumstance of each young person.***

It takes a community to protect a child.

The Stakeholders understand that child welfare agencies do not exist in isolation. Their collaboration with the courts and other public and private agencies that serve families and children ultimately determines whether a community is able to improve outcomes for families and children. Therefore, goals to improve child welfare operations require not only a full understanding of child welfare operations, but a broader, systemic commitment to serve families with a different approach.

It is now generally recognized that a community-wide approach to the prevention of child maltreatment is the most promising technique for reducing its incidence and prevalence. Since child maltreatment is such a multivariate phenomenon, the resources of many different professional disciplines, as well as the resources of neighborhoods and communities at large, must be enlisted in a coordinated manner. The interactions between child, parent/caregiver, and environmental factors in precipitating maltreatment further indicate the necessity of comprehensive approaches.

The most effective prevention and intervention strategies must be:

- **Comprehensive** – integrating the contributions of social service, legal, law enforcement, health, mental health and education professionals.
- **Neighborhood-based** – strengthening the neighborhood and community by encouraging and supporting local efforts to make the environment more supportive of families and children.
- **Child-centered** – promoting the safety and best interests of children.
- **Family-focused** – strengthening families by supporting and enhancing their functioning, providing intensive services when needed, and removing children when appropriate.
- **Culturally competent** – engendering the growth and support of a healthy cultural identity in families and designed to foster intercultural harmony and respect for differences.

It is critical that the community has the capacity to tailor its response to the particular needs of the child and family.

Communities cannot respond positively to building partnerships when CWS agencies can only offer limited responses, such as investigation, documentation, substantiation, and mandated services. A community cannot take ownership when the first response to all families is a punitive, investigatory approach. The system must allow for responses from other agencies, not just child welfare. One way to facilitate multi-agency response and coordination is to physically co-locate child welfare workers in the community itself, such as at schools, with other key providers (e.g., public health, TANF, childcare, law enforcement).

For example, given the prevalence of substance abuse in families where child maltreatment occurs, it must be a high priority to provide services for the families of drug-exposed infants, including drug rehabilitation services and parenting services for substance abusing parents. These services must be increased, integrated, and/or coordinated with child welfare services. ***The integration of CWS with a range of specialized family services would reduce fragmentation of service delivery and set the stage for movement to the next level of reform which involves change in the basic structure of the system.***

Targeted Investment in Prevention and Early Intervention

The Stakeholders recognize the importance of developing a stronger network of intensive family preservation programs that can prevent the need for out-of-home placements and/or reduce the length of stay and re-entry into care. This will require diversifying options so that families in crisis could have their needs met in their own home, or together in a temporary home with intensive services, rather than only through removal of the children into out-of-home care. To this end, our investments are better targeted to interventions that reach families before a crisis point or to developing even earlier prevention services that can head off family problems in the first place. CWS, in partnership with the broad network of community family support programs from health, mental health, developmental services, neighborhood improvement programs, and other community efforts, must form the base infrastructure for expanding early intervention and targeted prevention efforts that impact prior to crisis and abuse – as well as the broad “child well-being” outcome.

We must set goals to reduce the frequency of placement of pre-school age children by developing a broader range of supports for families that include young children, whether intensive out-of-home- or in-home-based services to the family. Prevention and early intervention programs, such as respite care, parent aides, wraparound services, home visiting, and/or family resource centers may be used to reduce risk of future abuse or neglect.

Research has demonstrated that ***targeted early interventions do more than strengthen families and protect children.*** They can overcome the cognitive, emotional, and resource limitations that may characterize the environments of disadvantaged children, improve educational achievement and health-related indicators, increase economic self-

sufficiency, initially for the parent and later for the child, and reduce levels of criminal activity.

Research also shows that early intervention can expedite family reunification. A 1994 study of family reunification found that families who received early intervention services had children returned home from relative foster care faster than families who did not receive such services.

Strategies for preventing abuse include prenatal parenting classes, home visits and family resource centers. Early intervention efforts attempt to stop neglect and head off abuse that could result in a child being taken into foster care. Early intervention programs include drug treatment, anger management, and parent respite care.

A 1999 Little Hoover Commission Report, a 1998 RAND study and a recent LAO report powerfully argue that the State should increase funding for prevention and early intervention efforts that produce cost savings and effectively prevent or stop abuse. ***By under-investing in child abuse prevention, the State ends up paying much more to deal with the long-term consequences of abuse.*** Research shows that policy-makers can confidently invest in abuse prevention and early intervention efforts, provided they are carefully crafted, implemented and monitored to ensure they are lowering the demand for foster care.

Some people may think that the benefits of targeted early intervention programs for participating families are enough to justify public expenditures on them. Others may appreciate the benefits to disadvantaged children but may be reluctant to raise tax burdens to accomplish such goals or may wish, at least, for broader favorable ramifications from an investment of public funds. One source of broader benefit is the potential savings the government (and thus taxpayer) realizes when families participating in early interventions require lower public expenditures later in life. Participating children may spend less time in special education programs. Parents and, as they become adults, children may spend less time on welfare or under the jurisdiction of the criminal justice system. They may also earn more income and thus pay more taxes.

Prevention and early intervention services must be aimed at a broad array of outcomes, not just the prevention of child abuse and neglect. Indicators of good family functioning, healthy children and parents, education skills, and strong peer relationships must be included on the prevention outcomes agenda. The role of government must be clarified to include facilitating, planning and providing technical assistance in the implementation of community programs, funding family support programs, and providing fiscal incentives for prevention. Prevention must be managed in the local arena, both at the county level where service decisions are made and at the community level where needs and resources are best defined.

Everyone concerned about the well-being of children and families must work together.

All levels of government, county departments, and public and private organizations must connect and interact, pooling their efforts in a comprehensive synergistic whole.

Confidentiality must not inhibit helping.

Public agencies must be willing to revise their confidentiality restrictions. In addition, confidentiality restrictions would have to be addressed through statutory changes. Most of the players, including neighbors, can be viewed as a member of the multidisciplinary team working on the protection of children. Many counties in California currently allow for the dissemination of necessary information to facilitate treatment to members of the team. Families often are receptive to authorizing the sharing of information if they are asked.

As community and collateral agencies grow in partnerships with CWS, requests for information to assist them in providing the most appropriate services will expand. Current law, which allows sharing of information in certain limited circumstances, may need to be revised to create a less restrictive approach to information sharing. Written interagency agreements must be developed that detail a procedure for sharing information, and the types of information to be shared. It may be beneficial and appropriate to provide information to the public, and the media about how the agency conducts business – without sharing specific family information. As we develop a new way of doing business, significant effort should be dedicated to developing guiding principles that protect family privacy and reporter confidentiality.

Flexible Funding Strategies

This must include the development of supportive financing strategies, cross-agency training, improved data systems, shared state-local decision-making, and creation of mechanisms to promote interagency collaboration. These efforts will increase the likelihood that the mix of services in a particular community and the manner in which they are delivered are tailored to the needs and concerns of children and families in that community. The goal is to create a child and family service system that is more flexible, less categorical, and more family-centered.

Agencies need to remove many barriers to flexible funding and categorization of their funding. Early intervention services are needed even though funding for services often requires categorical financial eligibility or a diagnostic label that prevents early intervention. Flexible funding is needed to be able to provide services to families before they reach a crisis level. ***Children and families should receive the services they need when they need them.***



VII. CWS STAKEHOLDERS GROUP SUMMIT 2001

On May 9-11, 2001, the CWS Stakeholders Group convened a meeting, which they called *Summit 2001 - Within Our Reach: A Partnership for Change*. Individuals from throughout the state who had an interest in improving CWS were invited to participate in discussions about designing a comprehensive system change.

In August, 2000, when the 60-member CWS Stakeholders Group began discussing a plan to improve the child welfare system, they agreed that it was crucial to begin with an accurate and comprehensive understanding of the existing Child Welfare Services system - from intake to dependency to emancipation. They began by identifying specific areas of concern and forming subcommittees to address these concerns. Researchers and development experts, invited to meet with the Group, encouraged them to identify and challenge the existing assumptions, strategies and beliefs that drive current child welfare policies.

The Summit 2001 was designed to continue and build on this effort. Summit attendees provided invaluable insight, input and feedback in the General Sessions, Workshops and Subcommittee Roundtables. This chapter summarizes these activities and their resultant products from Summit 2001.

VISION, MISSION AND VALUES

One of the goals of the CWS Stakeholders Group was to develop a vision, mission and values statement that would:

- Incorporate previous Stakeholders and workgroup efforts.
- Cross-reference and be compatible with the assumptions and implications agreed upon by the Stakeholders.
- Guide the group in its work.

The Vision, Mission and Values that were adopted by the group can be found on page 1 of this report. They bear repeating here.

The Vision

The group agreed that their Vision statement, a compelling image of a future reality, would reflect a strength-based approach, promote accountability and responsibility, provide an action orientation, and clearly indicate that if a child must be placed in the home of an alternative caregiver, the placement should be permanent.

At the Stakeholders' June 2001 meeting the following Vision Statement was adopted:

Every child in California will live in a safe, stable, permanent home, nurtured by healthy families and strong communities.

The Mission

The group wanted its Mission statement to be a clear statement of purpose that answers the question, "Why do we exist?" and emphasizes the child, the family, community involvement and core relationships.

At the Stakeholders' June meeting the following Mission Statement was adopted:

To create and sustain a flexible infrastructure, comprising public and private partnerships, that provides a comprehensive system of support for families and communities to ensure the well-being of every child.

The Values

The Values adopted by the Stakeholders Group represent the foundation for California's redesigned – or "recrafted" – system. They define how group members relate to all participants within the CWS system, and with one another. The Values adopted by the Group in June are as follows:

The following values, deeply ingrained in the Vision and Mission of the CWS Stakeholders Group, form the acronym RECRAFT.

Responsiveness

Excellence

Caring

Respect

Accountability

Fairness/Equity

Teamwork

The additional values of *prevention, community responsibility, a strength-based service approach, support for parents, empowerment of clients, and cross-program collaboration* are all implied in those listed above.

HOW ASSUMPTIONS AND BELIEFS DEFINE OUR PRESENT AND FUTURE SYSTEMS

In a General Session Exercise, Tom Morton, President of the Child Welfare Institute, challenged the group to examine the assumptions that guide their beliefs. He asked, "What is the essence of what we do? Do we exist primarily to protect children, serve children and families, raise healthy adults, or ensure safety and permanency?" How we perceive our charge affects our training needs, data collection, and the techniques we use to meet the expectations of customers.

Participants began by discussing the basic assumptions listed in Chapter III of this report. They were asked to consider the following three assumptions, and rate their personal level of support and acceptance from "high" to "low." They were then asked what they thought the level of support for each assumption was within their community or organization.

Assumption #1 Different forms of maltreatment have different causes that imply differentiation of assessment and intervention approaches.

Seventy-five percent of the participants rated their personal support for this assumption as "high." Intervention should be specialized according to individual needs, and the type of maltreatment. They agreed that this requires well-trained staff, individualized assessment plans, and a close link between assessment and intervention.

As to how the group thought their organizations and communities ranked this assumption, 52% saw it as rated "high" and 38% believed it received "moderate support."

Assumption #2 Most child abuse and neglect does not benefit from the response that emerges from a criminal justice framework.

A little over half of the participants rated personal level of support for this assumption as "high," and an additional quarter rated it as "moderate." They supported a focus on treatment, education and prevention rather than punishment. Such a strength-based approach focuses on the community and increases the families' willingness to work with the system and the potential for success. The criminal justice framework creates an adversarial relationship that sends mixed messages to the perpetrator and the child. Shifting this focus to the cause of abuse, rather than after-the-fact treatment would be a positive change. Attendees supported a multi-disciplinary approach, with law enforcement, district attorneys, county counsels and the courts working closely together. Some suggested a heavier emphasis on removing the perpetrator from the home instead of the child.

Ten percent disagreed with the above assumption entirely. They point out that victims of abuse and neglect benefit from the criminal justice system - they are protected by it, and they see the perpetrators punished. In addition, the courts are needed for monitoring and regulating ordered benchmarks.

Assumption #3 The primary responsibility for prevention, early intervention and treatment of child maltreatment is shared among CWS, other service providers and the community.

Nearly everyone agreed personally with this assumption, and 66% believed their organizations would agree. Suggestions for improving collaboration included developing a multi-service approach, sharing responsibilities, and resolving confidentiality issues to improve communication between systems. All agreed that the family needs to be an integral part of the collaboration equation. This can be achieved through the provision of parent education in schools, churches and community centers, early intervention, family involvement and all efforts to re-educate parents.

Family resource centers were identified as an important means of accomplishing these activities, along with increased community involvement and parental participation. Everyone present supported flexible funding and lower caseloads.

PRIORITIES FOR YEAR-2 – SUMMIT FEEDBACK QUESTIONNAIRES

Summit Feedback Questionnaires asked participants to identify the areas on which Stakeholders should focus in Year-2. The four areas in which the most respondents indicated their highest interest were:

1. Recruitment and retention of the CWS workforce
2. Outcomes and accountability
3. Prevention and early intervention support and structure
4. Court and non-adversarial processes.

Other areas of interest included: Public Education and Awareness, Flexible Funding Design, Management Practices, Structure and Range of Services, Effectiveness of Rules and Regulations, Equity and Fairness, Public-Private Collaboration, and Research and Development.

IDEAS FOR CWS SYSTEM REDESIGN

In an effort to solicit attendees' views, a large poster entitled *Your Ideas for CWS System Redesign* was posted outside the main meeting room. Comments, which ranged from the practical to the philosophical, included:

- “Implement mandatory child development and parenting classes for high school students early in their school careers.
- Start instructing children in the first grade that we should not abuse others.
- Focus on prevention – assist families when they are experiencing difficulties prior to reaching rock bottom, before an abusive act occurs.
- Redesign the CWS system and at the same time redesign the education system, family law courts, mental health, substance abuse, probation and public health systems. Divert cases from ever being opened in CWS if possible.
- Change from a criminal law-based system to one that is assessment-based. Not all cases can be treated the same way.”

CWS STAKEHOLDER ROUNDTABLES

Four separate Roundtables were held at the Summit. Each focused on the work of one of the Stakeholders Group's four Subcommittees.

Human Resources

The Human Resources Subcommittee is charged with developing a proposal to improve the CWS Human Resources system into one that builds capacity, professional development and a comprehensive, effective, quality-driven service delivery system. Feedback received from Summit participants included the following comments and recommendations:

- Advocate for the allocation of more revenue for child welfare services, including the use of public-private partnerships.
- Develop training and retention strategies to improve service delivery and ensure sufficient coverage while staff is in training. Staff the training units at lower ratios.
- Increase accreditation of social work education programs, provide degree programs to rural counties without colleges, provide tuition assistance for BSW degrees, and establish part time education programs for working people.
- Partner with community and state colleges to provide BA programs at work sites.
- Examine secondary trauma to social work staff caused by their work.
- Develop innovative strategies to recruit new staff, including more bicultural and bilingual social workers.
- Reconsider the current 1:7 supervisor to worker ratio. Supervisors are key to retention.
- Provide “flex schedules” in the field, but not in the office.
- Develop performance standards that will hold social workers accountable. Deal with those social workers who are not effective.
- Evaluate the effectiveness and outcomes of training programs.
- Consider Orange County's mentor-protégé program as a model.

Rules and Regulations

The Rules and Regulations Subcommittee is looking at current rules and regulations governing the CWS system and recommending ways to change or streamline them so that they are aligned with the vision, mission and values of the Stakeholders Group. The Subcommittee defined their three key tasks as being to:

1. Identify redundancy, obsolete language, and other short-term, non-controversial changes that should be removed from current CWS rules and regulations.
2. Identify and prioritize substantive areas for future review in which changes could likely make a significant impact.
3. Recommend principles and guidelines for further review.

Feedback received from Summit participants included the following comments and recommendations:

- Participants endorsed the subcommittee's approach to tasks and their rationale.
- Concerns centered on the physical requirements for foster care homes, and age-appropriate, or inappropriate, restrictions placed upon foster youth.
- Suggestions were offered regarding the Principles to Guide Further Review (see page 38) indicating that new regulations should reflect the redesigned system.

Flexible Funding

The Flexible Funding Subcommittee was asked to propose a comprehensive and collaborative funding system that uses all available resources and is based on incentives for achieving desired outcomes for children and families.

Feedback received from Summit participants included the following comments and recommendations:

- We currently have narrow funding streams to deal with broad problems. The need is for a funding system that will support common outcome measures across revenue streams.
- Several counties presented their perspectives on how flexible funding is working at the participants' level, and how partnerships have developed to improve service delivery through flexible funding.
- Barriers to flexible funding strategies include turf issues, the need to measure outcomes, categorical reporting, lack of information and resulting inconsistencies, competition for dollars as a disincentive to collaborate, administrative claiming, and inconsistencies in eligibility for services.
- Suggested areas for Subcommittee attention in Year-2 include the need for collaboration at the State level, use of the SB 933 "waiver" authority, unmatched foster care costs, line workers' empowerment to make financial decisions, and the ideal of starting with a family's needs and basing the budget on that.

CWS and the Courts

The CWS and the Court Subcommittee was formed to identify roles and responsibilities in the courts. It has been looking at ways to promote collaborative decision making, ensure the provision of mandated services, offer alternatives to dispute resolutions and ensure that the views of all parties are considered when determining the best interest of the child.

Feedback received from Summit participants included the following comments and recommendations:

- Non-adversarial case resolutions should be the focus rather than the court process. These include the use of well-trained mediators, facilitators, regular meetings between judges, attorneys, and social workers, family group decision-making and reduction in the types of issues that must go to court.
- Examine when confidentiality is critical to protecting a child's or family's best interests and when it is counter-productive. Confidentiality can be a barrier to collaboration when shared information is critical. Less restrictions on confidentiality is very important means to changing the system.
- The fact that there is a disproportionate representation of minorities in the courts must be examined. One strategy to consider is improving community outreach to people of color.
- CWS and the courts need a system for measuring outcomes and system accountability. Methods such as case-resolution efforts should be evaluated for it's impact.
- To make reasonable efforts a truism many cases can be better accomplished by: team assessments prior to removal of the child, customized effort for families, and engaging the family in the plan. Although the immediate safety risk assessment is usually an individual social worker's decision, there should be a variety of back-up systems.
- Collaboration and interface among systems can be enhanced by establishing a process for increasing communication between judges, line workers in CWS, attorneys and related personnel. Efforts should be made to maintain communication between the judiciary and workers in the CWS and related systems.
- Reasonable caseloads/workloads must be established and maintained for all personnel in the dependency process.
- Find ways to enable children to remain in contact with their birth family throughout the court process.

SUMMIT WORKSHOPS

Seventeen workshops were held, covering a variety of subjects of interest to the CWS community. Brief summaries of the comments and questions covered in seven of the workshops follow.

Workshop #1: You're the Social Worker

- We need more, better trained assessment workers.
- There needs to be a functional definition of Reasonable Effort.
- It's often hard to gather information and learn about parties to a case with all the privacy restrictions in place.
- A judgment by staff that reveals problems can make an individual feel like a criminal.

Workshop #2: Building Strategies from our Assumptions and Beliefs

- The primary role of a leader is to change cultures, beliefs and values.
- Front line assessment is key.
- To be effective, values must be aligned with procedures.
- CWS should focus on the causes of child maltreatment and not on its symptoms.
- Smaller caseloads do not always result in less workload and more time spent with families.

Workshop #3: Give Me a One-Word Definition of Due Process

- Obstacles to fairness include lack of time and too much paperwork.
- Social workers have a conflicting role –both controlling and helping.
- The medical model is one of blame, not strengths, and not always useful.
- Class and racial issues, including institutional racism and profiling interfere with due process.
- The court system is adversarial.
- Drug issues need to be more adequately addressed.
- Social workers have their own biases and must be conscious of them.
- The preconceived notion that grandparents are too old to provide proper care is not accurate.

Workshop #5: Creating Integrated Services Utilizing Blended Funding Strategies

- Critical family support services include respite care, child care, family advocates, home visitors, accessible housing, employment services, access to medical care, transportation and enrichment activities.
- Sources for services and funding include EPSDT (MH), Even Start, Adult Ed, Title I, TANF, CalWORKs performance incentive funds, Prop 10, TCM/MAA (Medi-Cal), Head Start, Vouchers/public/CDBG/Section 8 housing, foundations, Americorps and Family Preservation.
- For flexible funding, collaboration is needed at State and county levels, with leadership from the State.
- Smaller counties have cash flow issues.

Workshop #6: Issues Impacting Youth in Foster Care: How Can We Support Maturing Youth as They Emancipate?”

- Issues impacting youth in foster care include immigration status, medication needs, inconsistencies from county to county, independent living programs, transitional living waiting lists, and the end of support after age 18.
- Programs that work include Independent Living Skills training for younger children, union apprenticeship programs, jobs as county employees, community projects, and mentors. Youth should be invited to participate in designing these programs.
- Gaps occur where agencies have different criteria, when youth do not understand the need to develop certain skills, and with licensing issues for homes with older youth.

Workshop #8: Approaching Child Protection as a Community Responsibility: CPS Citizens Review Panels

- Citizen Review Panels should participate in the discussion of important policies, including those affecting parental rights, corporal punishment, zero tolerance, substance abuse and other issues that influence decisions to remove children from families.
- Education in child protection and abuse prevention activities can be improved.
- Counties receiving CAPIT/CBFRS funds are required to have parents meaningfully involved in the planning and oversight of programs.
- A county should receive the public feedback necessary to effectively meet the needs of, and empower, its clients. Its child welfare staff should be educated as to the advantages of public review and input.
- Parents who are former clients are uniquely qualified to comment on the strengths and weakness of the child welfare system, and bring a needed perspective to its redesign.
- Individuals who work outside the child welfare and human service delivery systems may also have a valuable contribution to offer.
- A Citizen Review Panel should have a mandate to advocate for children and secure funds and other resources to strengthen child welfare.

Workshop #10: Examining the Dependency Process: Does our System Create the Right Outcomes?

- Two social workers should work on each case - one to support the parent and engage her/him in a treatment plan and the other to handle removal of the children.
- In-home services should be offered as an alternative to removal.
- Substance abuse specialists should accompany social workers on investigations when there are allegations of drug use by parents.
- Comprehensive, wrap-around services are needed, including support for foster parents.
- A family's existing community-based supports should be incorporated into each service plan.
- Develop consequences for mandated reporters who fail to report.
- Hospital-based social workers should be available to evaluate the risk of abuse following birth.

The other Summit workshops held equally stimulating sessions, eliciting viewpoints and comments on the future of Child Welfare and plans for its redesign. All of these will be reviewed closely by the CWS Stakeholders Group as it begins its second year and moves towards a redesign of the CWS system.

IN SUMMARY: A SUCCESSFUL SUMMIT

The Summit provided the setting for individuals from throughout the CWS system to see what the Stakeholders Group has accomplished in its first year and to review its progress. There was a general consensus that the Group is moving in the right direction. It is making a concerted effort to gather and consider the many, varied ramifications of all aspects of the current system, and to begin to develop recommendations that will address the needs of as many members of the CWS community as possible.

Group members were energized by the Summit's participants, and by the level of their enthusiasm. The CWS system is complex. It has many players, all with their own unique needs and goals. The CWS Stakeholders Group is committed to including as many of these players as possible in the redesign efforts. They are extremely grateful to those who attended the 2001 Summit and gave of their time and expertise in this effort.

VIII. APPENDICES

- A. Summary of Stakeholders' Activities & Accomplishments
- B. Stakeholders Group Members
- C. Subcommittee Members
- D. Presenters
- E. Stakeholders Project Management Team and Facilitators
- F. Research Data
- G. Bibliography

Appendix A

SUMMARY OF ACTIVITIES AND ACCOMPLISHMENTS

August 2000 Meeting

Meeting Summary

- Group was given a project overview to launch our work together
- Discussed roles, rules, group process and desired outcomes from this first meeting
- Discussed what supports a good team and what our “success” would look like
- Group members created a mind map for group learning
- Identified trends and issues impacting on well-being of children and families
- Small groups identified top trends for each major grouping within Group

Outcomes/Accomplishments/Agreements

- Agreement on roles and expectations
 - Stakeholders will identify issues, work the content, evaluate data, make recommendations on redesign to Director of CDSS
 - Director of CDSS will use the recommendations to guide the decision-making process
- Top trends and issues identified included:
 - Prevention and Early Intervention:
 - Health communities and wellness infrastructure
 - Focus on assessment and prevention
 - More focus on prevention
 - Keep families together using prevention services
 - Lack of flexibility to provide prevention services
 - Keep families together
 - Safety, well-being (all inclusive)
 - Legislation reform which looks at whole system
 - Build in motivational incentives
 - Clarify source of problem
 - Develop and fund outcomes and use non-perverse incentives
 - Review assessment process
 - Great, new ideas in support of CWS issues but no hard evidence/facts
 - Adaptable to individual needs
 - Public perception and awareness
 - Increase awareness of negative issues on families (violence, etc.)
 - Human Resources
 - Social worker turnover

- Fairness
 - Power relationships (Kids have no real power)
 - Racism/ Poverty
 - Youth organizations and empowerment

September 2000 Meeting

Meeting Summary

- Guests from the California Department of Motor Vehicles, USDA Forest Service, and the Yolo County Department of Employment and Social Services discussed issues related to supporting successful system change.
- Discussed examples and lessons learned from previous projects.
- Group identified potential top themes for CWS change.
- Small groups identified potential activities within top themes

Outcomes/Accomplishments/Agreements

- Top Themes agreed on:
 - Mission, Vision and values
 - Rules and Regulations
 - Funding
 - Public Education
 - Human Resources (per legislation)
- Other Concerns with consensus:
 - System must be fair
 - Reduce tension between court and social workers
 - Any solution should include a communication plan
 - Any solution should include an implementation plan
 - Those who are affected by the redesign must understand, buy into and own it
 - Blueprint must include both programmatic content and clear process for handling complexities

October 2000 Meeting

Meeting Summary

- Identified work that is already being done to improve the CWS system
- Tom Morton discussed existing assumptions in the CWS system
- Jill Duerr Berrick discussed data and information available to aid group in designing a new CWS

Outcomes/Accomplishments/Agreements

- Based on agreements in previous meeting, four subcommittees (Human Resources, Rules and Regulations, Flexible Funding, and Courts) were chartered and launched.
- Agreed that operational assumptions drive strategies and need to be explicitly identified
- Agreed that identification of assumptions and theoretical understanding is necessary to build effective solutions

November/December 2000 Meeting

Meeting Summary

- Tom Morton continued to lead Group in discussion of core and emergent assumptions
- Hansine Fisher discussed how to maximize and leverage CWS funding
- Developed a draft mission, vision and values for California CWS system

Outcomes/Accomplishments/Agreements

- Created a draft mission and vision

January 2001 Meeting

Meeting Summary

- Panel discussed “Various Strategies for First Contact with Families”
 - Dr. Ira Schwartz
 - Richard Matt
 - Kate Kenna
 - Eric Marts
- Continued our discussion of assumptions with Tom Morton
 - Identified our historical and core/emergent assumptions regarding CWS

Outcomes/Accomplishments/Agreements

- Agreed that new system should be quality-driven and outcome-based

February 2001 Meeting

Meeting Summary

- Sylvia led review of current CWS system
- Small groups analyzed four Intervention Case Studies
- Tom Morton led review and challenge of the list of assumptions (historical and core/emergent)
- Group voted to affirm, reject or modify each assumption

Outcomes/Accomplishments/Agreements

- Agreed that “care” vs. “safety” must be defined
- Agreed that “accountability” vs. “responsibility” must be defined
- Agreed that we are looking for a holistic solution
- Agreed that we are looking for a preventative solution
- Agree that we must identify “exits” from the system
- Agreed that right to privacy/confidentiality must be addressed
- Agreed that solution must include performance and outcome measures

March 2001 Meeting

Meeting Summary

- Sylvia presented overview of Dependency Process
- Terri Kook shared “Promising Practices in CWS”
- John Mattingly presented “Family-to-Family Program”
- Tom Morton presented the evolving list of CWS assumptions that the Group had affirmed and rejected.
- Group discussed assumptions that were not clearly rejected or affirmed.

Outcomes/Accomplishments/Agreements

- Agreed that family placement/increased reunification opportunities is an important potential piece of our solution
- Agreed that “Family-based Decision Making” is an important potential piece of our solution
- Alignment on and affirmation of the following assumptions:
 - Maltreatment within families has dynamic qualities that interact with but are not simply caused by other family problem, e.g. substance abuse and domestic violence
 - Different forms of maltreatment have differences in etiology that imply differentiation of assessment and intervention approaches
 - Differing family circumstances should dictate a differential approach
 - Most parents want to do right by their children
 - Placement can have harmful effects

- Caretakers should be personally accountable for the care of their children
- The achievement of public policy objectives requires effective community partnerships
- Due to the multi-problem nature of child maltreatment, a multidisciplinary response is necessary.

Appendix B

STAKEHOLDER GROUP MEMBERS

Patricia Aguiar,
California Department of Social Services

Evelyn Aguilar,
Breaking the Barrier

Robin Allen,
California Court Appointed Special Advocates

Bonnie Armstrong,
The Casey Family Program

Honorable Dion Aroner,
Human Services Committee,
California State Assembly

Janet Atkins,
Service Employees International Union

Wes Beers,
California Department of Social Services

Jill Duerr Berrick,
University of California, Berkeley
Center for Social Service Research

Lou Binninger,
Church of Glad Tidings

Carol Biondi,
Children's Defense Fund, Los Angeles County
Commission for Children and Families

Berisha Black,
California Youth Connection

Anita Bock,
Los Angeles County Department of Children and
Family Services

John Boivin,
California Department of Education

Dennis Boyle,
Riverside County Department of
Public Social Services

Easter Calvit-Chandler,
Administration for Children and Families,
Region IX

Catherine Camacho,
California Department of Health Services

Charlene Chase,
Santa Barbara County
Social Service Department

Genie Chough,
California Health and Human Services Agency

Sherrill Clark,
University of California, Berkeley,
California Social Worker Education Center

Nina Coake,
California State Foster Parent Association

Marge Dillard,
California Department of Social Services

Deanne Tilton Durfee,
Interagency Council on Child Abuse & Neglect

Dianne M. Edwards,
Sonoma County Human Services Department

Kim Gagghagen,
Glenn County Human Services Department

Jarvio Grevious,
California Department of Social Services

Myeshia Grice,
California Youth Connection

Karen Guckert,
California Independent Public Employees
Legislative Council

Dennis Handis,
Chief Probation Officers of California

Jane Henderson,
California Children and Families Commission

Mary Lou Hickman,
California Department of Developmental Services

Virginia Hill,
Southern California Tribal Association

Jan Howard,
California Alliance of Child and Family Services

Brandy Hudson,
California Youth Connection

Kathleen Irvine,
Kern County Department of Human Services

Jeff Jue,
Stanislaus County Community Services Agency

Neal Kaufman,
Division of Academic Primary Care Pediatrics,
Cedars-Sinai Medical Center

Penny Knapp,
California Department of Mental Health

Larry Leaman,
Orange County Social Services Agency

Honorable Alice Lytle,
Sacramento County's Superior Court,
Department 37

Frank Mecca,
California Child Welfare Director's Association

Eleanor Moses,
California Youth Authority

Diane Nunn,
Judicial Council Center for Families, Children,
and the Courts

Kathleen O'Connor,
California County Counsels' Association

Carolyn Ortiz,
California Department of Social Services

Honorable Deborah Ortiz,
Health and Human Services Committee,
California State Senate

Sylvia Pizzini,
California Department of Social Services

David Rages,
American Federation of State, County,
and Municipal Employees

Don Rascon,
California Department of Finance

Pat Reynolds-Harris,
Stuart Foundation

Mardel Rodriguez,
California Department of
Alcohol and Drug Programs

Rita Saenz,
California Department of Social Services

Lucy Salcido-Carter,
The David and Lucile Packard Foundation

Carroll Schroder,
California Alliance of Child and Family Services

Hemal Sharifzada,
California Youth Connection

Carole Shauffer,
Youth Law Center

Ida Valencia,
Kinship Parent Association

Alan Watahara,
The California Partnership for Children and
California Children's Lobby

Jo Weber,
California Department of Social Services

Graham Wright,
California Association of Adoption Agencies

Tony Yamamoto,
Valley Children's Hospital

Appendix C

Subcommittee Members

Rules and Regulations

Patricia Aguiar	California Department of Social Services
Lou Binninger	Church of Glad Tidings
Beth Bobbitt	San Bernardino Department of Children's Services
Scott Carney	California Department of Finance
Charlene Chase	Santa Barbara County Social Service Department
Nina Coake	California State Foster Parent Association
Kathy Dreyer	Parents Anonymous
Jill Duerr Berrick	UC Berkeley Center for Social Service Research
Steve Elson	Casa Pacifica
Victoria Finkler	California Youth Connection
Myeshia Grice	California Youth Connection
Dennis Handis	Chief Probation Officers of California
Virginia Hill	Southern California Tribal Association
Jan Howard	California Alliance of Child and Family Services
Penny Knapp	California Department of Mental Health
Martha Lopez	California Department of Social Services
Armand Montiel	Los Angeles County Department of Children and Family Services
David Myers	Service Employees International Union
Easter Calvit-Chandler	Administration for Children and Families, Region IX
Andy Shaw	Office of Assemblywoman Dion Aroner
Claire van Dam	Sacramento County Counsel
A. Brian Wallace	Washoe Tribe of Nevada and California
Kathy Watkins	San Bernardino County Human Services System
Shannon Wilber	Youth Law Center
Graham Wright	California Association of Adoption Agencies
Christopher Wu	Judicial Council, Administration of the Courts

Human Resources

Evelyn Aguilar	Breaking the Barrier
Wren Atilano-Bradley	Service Employees International Union
Janet Atkins	Service Employees International Union
Joseph Chandy	Department of Social Work, California State University, Bakersfield
Sherrill Clark	California Social Work Education Center, University of California, Berkeley
Mildred Crear	Maternal and Child Health, San Francisco Department of Public Health
Ed Davis	Yuba Community College, Social Science and Humanities
Kirsten Deichert	Assembly Human Services Committee, Office of Assemblywoman Dion Aroner
Lavernee Drayton	California Association of Black Social Workers
Robert Grannison	County of San Mateo, Human Services Agency
Karen Guckert	California Independent Public Employees Legislative Council
Susan Helland	Cooperative Personnel Services

Don Rascon	California Department of Finance
Sher Huss	County of Siskiyou Human Services Department
Kathleen M. Irvine	Kern County Department of Human Services
Dr. Marci Jenkins	Sonoma County Office of Education, Special NPS Program
Terry Kook	Stanislaus County Child Welfare Services Community Services Agency
Dan McQuaid	California Alliance of Child & Family Services
Frank Mecca	California Child Welfare Director's Association
Eleanor Moses	California Youth Authority
Caitlin O'Halloran	County Supervisors Association of California
Doug Park	California Department of Social Services
Joni Pitcl	California Children's Lobby
Sylvia Pizzini	Children's Services Branch, California Department of Social Services
Michael Riley	Orange County Social Services Administration
Jeanne Smart	Family Intervention & Support Programs
Myrna Terry	Sacramento Foster Parent Association
Walter Vaughn	State Personnel Board
Janlee Wong	National Association of Social Workers
Tony Yamamoto	Suspected Child Abuse and Neglect Team, Valley Children's Hospital

Flexible Funding

Bonnie Armstrong	The Casey Family Program
Bob Baldo	Association of Regional Center Agencies
Wes Beers	California Department of Social Services
Ken Berrick	Seneca Centers for Families and Children
Berisha Black	California Youth Connection
Anita Bock	Los Angeles County Department of Children and Family Services
John Boivin	California Department of Education
Dennis Boyle	Riverside County Dept. of Public Social Services
Catherine Camacho	California Department of Health Services
Genie Chough	California Health and Human Services Agency
Marge Dillard	California Department of Social Services
Hansine Fisher	Institute for Human Services Management
Jarvio Grevious	California Department of Social Services
Jane Henderson	California Children and Families Commission
Mary Lou Hickman	California Department of Developmental Services
Carol E. Hood	Systems of Care, California Department of Mental Health
Doug Johnson	California Alliance of Child and Family Services
Jeff Jue	Stanislaus County Community Services Agency
Larry Leaman	Orange County Social Services Agency
Agnes Lee	California Health and Human Services Agency
Sara McCarthy	Senate Committee on Health and Human Services
Lisa Pion-Berlin	Parents Anonymous
Karl Porter	Napa County Health and Human Services Agency
Don Rascon	California Department of Finance
Pat Reynolds-Harris	Stuart Foundation
Mardel Rodriguez	California Department of Alcohol and Drug Programs
Cheryl Stewart	California Department of Finance
Jo Weber	California Department of Social Services

CWS and the Courts

Robin Allen	California Court Appointed Special Advocates
Carol Biondi	Children's Defense Fund, Los Angeles County, Commission for Children and Families
Jerry Doyle	EMQ Children and Family Services
Dianne M. Edwards	Sonoma County Human Services Department
Kim Gaghagen	Glenn County Human Services Department
Larry Hobson	El Dorado County Social Worker
Brandy Hudson	California Youth Connection
Jane Kilbourne	San Bernardino County Public Defender's Office
Eva Lanphear	County of San Mateo Human Services Agency
Laura Larson	Far Northern Regional Center
Terry Lee	Trinity County Probation
Fred Leaner	California State Care Provider's Association
Honorable Alice Lytle	Sacramento County Superior Court
Art Martinez	Washoe Family Trauma Healing Center
Diane Nunn	Judicial Council Center for Families, Children, and the Courts
Kathleen O'Connor	California County Counsel's' Association, Sacramento County Counsel
David Rages	American Federation of State, County and Municipal Employees Union
Lucy Salcido- Carter	The David and Lucile Packard Foundation
Max Scott	Boy's Republic
Hemal Sharifzada	California Youth Connection
Randy Tagami	Riverside County District Attorney's Office
Alice Talavera	Service Employees International Union
Deanne Tilton-Durfee	Interagency Council on Child Abuse and Neglect
Ida Valencia	Kinship Parent Association
Alan Watahara	The California Partnership for Children and California Children's Lobby
Jenny Weisz	Children's Rights Project, Public Counsel Law Center
Ed Windsor	Juvenile Court Services, Bureau of Child Protective Services
Patricia Wynne	California Office of the Attorney General

Appendix D

PRESENTERS

Tom Morton, Founder, President and CEO, Child Welfare Institute

Tom Morton has more than 25 years experience in human services, with 20 years specializing in child welfare practice, management and organizational development. Mr. Morton is nationally recognized for his work in child welfare and instructional design, and has developed the proven “Outcome Based Welfare Services Framework for Curriculum Assessment and Development”.

Because of his unique and effective approaches to the assessment of child welfare systems and practice, he sought out by elected officials and decision-makers for his expertise. Mr. Morton is Co-director of the National Resource Center for Child Maltreatment, which is jointly operated by Child Welfare Institute and ACTION for Child Protection. He is also responsible for the design, development and management of the following projects:

- Illinois Children and Family Service Redesign Initiative
- National Resource Center on Foster and Residential Care
- New York State Competency Based Common-Core Child Welfare Service Training Project
- Alabama Statewide Systems of Care Reform Initiative
- Iowa Child Protective Services Assessment
- Hawaii Child Protective Services Assessment

Hansine Fisher, MSW, Vice President, Institute for Human Services Management, Inc.

Hansine Fisher’s work has included consultation and technical support to state and local systems of care and interagency collaboratives on strategies for blended funding, local governance structures, coordinated case management and program continuums.

During the 10 years of her work for IHSM, Ms. Fisher has provided consultation to state and local health, mental, juvenile services, child welfare and education agencies on the use of the federal Medicaid program. She has managed a number of projects based on the expanded use of EPSDT. Her experience has focused on the use of EPSDT for the reimbursement of treatment services and school health-related services, including the development of a school-operated and managed billing program; the increased use of Medicaid administration as a reimbursement strategy for outreach and follow along activities provided in health and human services agencies; the development of optional programs under Medicaid; the use of Medicaid Targeted Case Management, and the installation of specialized, capitated programs within the federal entitlement programs and using state and local funds as well.

Ms. Fisher has worked in Arkansas, California, Colorado, Florida, New Mexico, Ohio, Oklahoma, and Texas. Over the last year, she has worked with the Oklahoma Department of Education, the Colorado School Medicaid Consortium, the San Diego County Health and Human Services Agency, the Children’s System of Care in San Francisco (children’s mental

health, child welfare, and juvenile probation), the Lake County Department of Human Services, United Behavioral Health in San Diego, The Albuquerque Public Schools, the Office of Child Abuse Prevention at the California State Department of Social Services, the California Center for Health Improvement's Prop 10 Technical Assistance Center, and several non-profit agencies in California.

Ms. Fisher has provided consultation and support to state and national organizations and foundations on improving funding and program flexibility in children's services. She facilitated five national managed care institutes for the Child Welfare League in 1995 and 1996. In 1999, she developed a paper on federal funding for early childhood services and supports for the Finance Project. She facilitated five workshops in 1999 for the California Institute of Mental Health on flexible funding in children's services.

She also participated in a joint initiative on child welfare decision-making with the American Humane Association and the American Bar Association. Funded by the Annie E. Casey Foundation, the Casey Family Program and Casey Family Services, this initiative included three products critical to the development of child welfare managed care – core values and principles, outcomes, and decision-making guidelines. Ms. Fisher was the principle writer for the paper on outcomes-based decision-making in child welfare services.

Ms. Fisher has worked in health and human service agencies for the past 25 years. She has a bachelor of Arts in English Literature from Pomona College and a Masters in Social Work from Adelphi University.

**Terri Kook, MSW, Chief of Child Welfare Services,
Stanislaus County Community Services Agency**

During the past fifteen years, Terri Kook has worked as a child welfare worker, supervisor, manager, and educator. She is a part-time faculty member in the MSW program at CSU Stanislaus. Ms. Kook has trained child welfare, juvenile justice, education, and community collaborative members at the local, state and national level on implementation of the Family Decision Meeting model. She co-chairs a national curriculum committee on best practices in Family Group Decision Making.

John Mattingly, MSW, Ph. D., Senior Associate, The Annie E. Casey Foundation

The Annie E. Casey Foundation is a private philanthropy dedicated to helping build better futures for disadvantaged children and families. John Mattingly designed and manages the Family to Family: Reconstructing Foster Care initiative, and is the Foundation's team leader for child welfare policy. He is also a member of the New York City Special Child Welfare Advisory Panel, whose work successfully closed out both the Wilder and Marisol class action lawsuits in that city. He is currently engaged in mediating a similar suit against the State of Tennessee.

Prior to joining the Foundation, Mr. Mattingly served for more than six years as the Executive Director of Lucas County Children Services, the Public child welfare agency serving the Toledo, Ohio area.

Mr. Mattingly has also served as Executive Director of the Institute for Child Advocacy in Cleveland and the West Side Community House in the same city. Prior to that, he directed the statewide effort to remove juveniles from Pennsylvania's adult correctional system known as the Camp Hill Project.

Mr. Mattingly received the Ph. D. (in Community Systems Planning) from the Pennsylvania State University and a Masters in Social Work from the University of Pittsburgh. He is married (Linda), has two children (Kathleen and David), and lives in Baltimore City.

Dr. Ira Schwartz, Dean of the School of Social Work and Director of the Center for the Study of Youth Policy, University of Pennsylvania
Mr. Schwartz was professor and director of the Center for the Youth Policy at the University of Michigan's School of Social Work from 1987 until 1993. Between 1981 and 1986, Professor Schwartz was a Senior Fellow at the University of Minnesota's Hubert H. Humphrey Institute of Public Affairs.

Professor Schwartz served as the administrator of the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, between 1979 and 1981. Prior to that time, Professor Schwartz directed criminal and juvenile justice agencies in the state of Illinois and Washington and worked extensively in both the public and private sectors.

Professor Schwartz has authored numerous articles on juvenile justice, child welfare, and children's mental health. His latest book, *Kids Raised by the Government*, co-authored with Professor Gideon Fishman from the University of Haifa, is available from Praeger Publishers.

Richard Matt, MSW, President and CEO, Missouri Alliance for Children and Families
Richard Matt was formerly the Director for Children's Services in the Missouri Department of Social Services, Division of Family Services. In that position he supervised the state's Child Welfare Program, including Child Abuse and Neglect Investigation and Treatment, Foster Care, and Adoption. Mr. Matt held this position for 10 years, one of the longest tenured public child welfare directors in the country. During this time, Missouri has implemented a wide range of progressive initiatives. They were one of the first states to implement a statewide Family Preservation program utilizing a state interdepartmental approach. They adopted the Family Centered philosophy and have redesigned child protective services to provide for a flexible response for issues of child abuse and neglect. They implemented an expedited permanency program to move children quickly into permanent homes.

Missouri's child welfare program employs over 1800 staff in 115 county offices. It has an annual budget of approximately \$180 million.

He has recently participated in the development of an interdepartmental initiative to provide a managed care approach for Missouri's most seriously emotionally disturbed children. The initiative included pooled funding from the child welfare agency, juvenile justice agency, children's mental health agency, developmental disabilities, and the drug and alcohol treatment agency.

Mr. Matt has spoken at many national conferences and has published several papers concerning child welfare outcomes and community response to child protection. He is a frequent speaker at Child Welfare League of America conference including the Commissioners Roundtable in Portland, Maine.

Mr. Matt has worked in the field of child welfare for 30 years serving in various capacities and has served President of the National Association of Public Child Welfare Administrators and has been on the Executive Committee of the organization for 10 years.

Mr. Matt serves on the Advisory Board of the University on Missouri – Columbia School of Social Work, the Executive Board of the National Association of Public Child Maltreatment, and served on the Advisory Board of Health and Human Services to develop outcome measures for child welfare.

Mr. Matt graduated from Northwest Missouri State College with a Bachelor of Arts and obtained his Masters in Social Work from the University of Missouri – Columbia. He attended the Wharton School and completed the curriculum for new child welfare administrators from the National Child Welfare Leadership Center.

**Kate Kenna, MSW, Regional Supervisor,
Child Welfare Services North East Region, State of North Dakota**

Kate Kenna has 20+ years experience working in services for Children and Families. Ms. Kenna has done statewide and regional training in the delivery of Child Welfare services.

Ms. Kenna has been involved in policy development and legislative issues in North Dakota regarding Child Protective Services, and has been active on statewide committees. Recently, she was instrumental in the adoption of changing the delivery of CPS services from a quasi-legal approach to a family service approach.

**Eric Marts, MPA, Family Preservation Program Manager,
Los Angeles County Department of Children and Family Services**

Eric Marts completed his undergraduate work at the University of Redlands, in Redlands, California, obtaining a B.A. degree in Sociology. He then attended the California State University of Long Beach and obtained a Masters in Public Administration.

Mr. Marts began his career with Los Angeles County as a Deputy Probation Officer at Los Padrinos Juvenile Hall in 1975. In 1979, he came to the Department of Children and Family Services to work as a Children's Social Worker in the Southwest office (Region VI) and was promoted to Supervisor after five years. Mr. Marts supervised in the Exposition Park and Pomona offices, as well. He later became Senior Departmental Personnel Technician at Maclaren Children's Center where, among other personnel duties, he was responsible for investigating complaints during a period when Maclaren was experiencing many challenges.

After the Maclaren assignment, Mr. Marts became the Civil Service Advocate advocating on the Department's behalf at both the Civil Service and the Employee Relations Commissions. He went on to become Deputy Regional Administrator in the El Monte office where he had the opportunity to manage a variety of programs including Emergency Response, Intake Evaluation, Family Maintenance and Reunification, Permanency Planning and Dependency Investigation.

When the El Monte and Pomona office moved to Covina, Mr. Marts became the Region I Manager for all front-end services, including Emergency Response and Dependency Investigations, for Pasadena, Pomona and Covina. While in Region I, Mr. Marts was responsible for implementing a "mini" Command Post for the region. Also, upon the recommendation of two Dependency Investigations Supervisors, Virgie Boykin and Geraldine Kondo and the approval of the Regional Administrator, Charles Tadlock and Bureau Director, Paul Freedlund, Mr. Marts worked with Covina staff to implement a Parenting program, the Covina Parenting Club, and conceptualized the Covina Teen Club.

Mr. Marts later moved to the Lakewood office to manage Emergency Response and Family Preservation services. In November 1997, he became the Department's Family Preservation Program Manager. In this capacity, Mr. Marts continued the work of his predecessor and helped to develop the concept for the Compton Demonstration Project, a program that refers unsubstantiated cases to Family Preservation agencies in Compton.

Currently, Mr. Marts is very excited with the new Bureau of Child Protection. His philosophy embraces our Director's vision for a Department that honors, respects and values the ideas and opinions of all of our stakeholders, both external and internal, to help us clear a path to a community-oriented, collaborative system of child protection.

Jill Duerr Berrick, Director of the Center for Social Services Research and Associate Adjunct Professor at the School of Social Welfare, U.C. Berkeley

Jill Duerr Berrick, M.S.W., Ph.D., is Director of the Center for Social Services Research and Associate Adjunct Professor at the School of Social Welfare, U.C. Berkeley. Dr. Berrick received her Masters in Social Work and Doctorate degrees from the University of California at Berkeley. She currently teaches courses on social policy, social sciences research, and conducts research on various topics concerning poor children and families. Dr. Berrick follows welfare reform policy and practice and is currently involved in several studies that examine the association of welfare reform and changes in child welfare. Additionally, she studies the child welfare system, with a particular interest in policies relating to kinship foster care. Dr. Berrick has authored or co-authored seven books on child abuse, foster care, and family poverty and has written extensively for academic journals.

Appendix E

STAKEHOLDERS MANAGEMENT TEAM

Eileen Carroll, Project Manager
California Department of Social Services

Linda Allan,
California Department of Social Services

George Shaw, MSW, JD
California Department of Social Services

STAKEHOLDERS AND SUBCOMMITTEE FACILITATORS

Lori Clarke,
SDSU Social Policy Institute

Leslie DePol,
Global Visions

Cheri Douglas,
Positive Impact

Jeff Douglas,
Positive Impact

Susan Dupre,
Global Visions

Greg Gollaher,
Gollaher Consulting Group

Betsey Gowan,
Strategies

Appendix F

RESEARCH DATA



Appendix G

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State of California
Gray Davis, Governor
Health and Human Service Agency
Grantland Johnson, Secretary
Department of Social Services
Rita Saenz, Director

Comments, suggestions and advice from those with an interest in the outcome are critical. Stakeholders welcome comments or questions about the CWS Stakeholders Group and the issues under discussion. The *Within Our Reach: Partnership for Change Summit*, on May 9-11, 2001, will offer an opportunity for those with an interest in improving CWS to participate in the discussion and to provide insight into re-design efforts.

CWS STAKEHOLDERS GROUP
California Department of Social Services
744 P Street, MS 9-888 • Sacramento, CA 95814